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— Buy United States War Bonds and Stamps —

Editorial Comment

Man Bites Dog

WHEN a taxpayers' organization advocates doubling the salary of a public official, that's news!

It is more startling than the old legend which has a hard-boiled city editor telling the cub reporter: "When a dog bites a man, that's to be expected. But if a man bites a dog, that's news."

The Massachusetts Federation of Taxpayers Associations, with a long record as a forceful, effective, frequently belligerent watchdog over the public treasury, has urged the state legislature to increase the governor's salary from $10,000 to $20,000. The Federation argues that it is not sound policy to pay the head of any organization "doing an $85,000,000 annual business" so little, that no honest man without private income can meet the obligations of the office and that other public salaries in the state or its cities should not be greater than that of the governor.

The arguments are sound. Opposed, of course, is the philosophy that a position such as that of governor should be sought largely as an honor or an opportunity for public service, that salaries of elective offices should not be so high as to be sought for the salary's sake. Yet, with our appreciation of the value of the dollar and the desirability of possessing a few of them, we still seem pretty far from that ideal.

But what of the men, able but not wealthy, who are pressed to look after the economic future of their families? Shall we pass them by because their fathers were not rich?

Meanwhile, we wish for more outstandingly able men in public service—and Massachusetts has furnished her share of big men who have gone into public life at considerable personal sacrifice.

This action will interest many who tend to feel that an organization of citizens, simply because its name includes the word "taxpayers," is chronically "anti-social," is prone to think any spending of public money is too much and is never able to recognize that it is sometimes good business to spend a little more to get something better.

Some taxpayers' associations have laid about them so recklessly as to deserve such criticism. But many, many others have based their actions on careful research, sound reasoning, justice and a lively sense of responsibility.

The truth is that either using or avoiding the word "taxpayer" is not the significant test of an organization's worth. There have been taxpayers' organizations in this country for more than 50 years. Some have left much to be desired, but most of them have exerted a healthy influence by keeping public officials on their toes and keeping the public informed on current public affairs.

Higher Pay for City Employees

THERE is a general upward trend in the salaries of municipal employees the same as in other lines of work. On behalf of these people it is argued that prices are higher and that opportunities for better pay elsewhere are plentiful.

Despite the relative permanency of city jobs and other usual advantages such as retirement benefits, cities generally are shorthanded and find it difficult to recruit adequate personnel. Under such conditions there is a strong tendency to demand permanent increases without regard for the probable temporary nature of the reasons justifying such increases. There is a logical, just, safe way to meet this problem.

A growing number of cities are adopting the so-called cost-of-living salary adjustment plan which, more or less automatically, maintains salaries at an approximately constant purchasing power. There is much to recommend such a plan as being fair to both employees and taxpayers. When the cost of living goes up so, usually, do tax revenues. When the cost of living goes down cities find their financial ability impaired.

Under this plan the pay of city employees moves up *or* down each year, keeping pace with the cost of living.

In an authoritative study[1] of this kind of plan as it is in operation in various places, the Detroit Bureau of Governmental Research states that "salaries of municipal employees should command a constant purchasing power—purchasing power being the real measure of worth of a salary." The study points out, however, that the several advantages of public employment tend to challenge the validity of the common practice of public employees to compare their salaries with those current in private employment.

In considering pay increases, cities should take care to make the solution sufficiently elastic. Today tax revenues are good and tax delinquency is low. Cities feel prosperous because, in addition, some normal expenditures are curtailed by war conditions. What of tomorrow? Many cities face a very uncertain financial future. They will be wise to keep out of financial straitjackets.

[1] *Cost-of-Living Salary Adjustment Plans for Municipal Employees,* Detroit Bureau of Governmental Research, Inc., 1050 Buhl Bldg., Detroit 26, Mich., July 1944.

A Small Legislature

What we need, the Commentator reiterates, is a small, continuing legislature of a single body, which would have time to do its own studying, make its own recommendations, and act on them without this constant pressure of the desire to go home to the spring plowing as soon as the frost gets out of the soil. We need a legislature that will do the public's business without the intrusion of more important private affairs. We need a legislature that will work without having to wait for the Governor's lash.

"The Commentator," by W. K. Kelsey, *Detroit News,* February 6, 1945.

City Subsidies to Industry Wane

Experience shows fallacy of offering tax immunity, free buildings, free services; future emphasis to be on factors such as modern public facilities and sound administration.

By ROBERT E. LOWRY
Lieutenant (j.g.) U.S.N.R.

THROUGHOUT our history the services of local governments have figured strongly in the nation's economic development. The importance of local public services to private enterprise seems oftentimes to have been ignored or taken for granted, but always the environment which local government helps to create has been one of the most significant factors of industrial plant location.

There is ample evidence that from now on those factors which make a community "a good place in which to live" are destined to play a more readily recognizable part in industrial plant location. If this is true, municipalities will find in the concept of public services well planned and well administered their most effective inducement to industry.

The merit of traditional and time-worn forms of special aid which municipalities have extended directly to new enterprises has been questioned even while the practice itself was being extended. Colonial bounties, railroad grants, and more recently subsidies to industry testify that such local inducements have roots deep in the nation's economic background. The decade preceding the present war saw local governmental aid to individual manufacturers becoming widespread, with the practice more prevalent in some sections of the country than in others.

The alternatives which face local government wanting to invest public funds in the community's economic future are thus rather clearly defined. One approach is to extend financial inducements directly to industry, in effect to build the new factory and let the new school building wait. The other approach is to help create a community more attractive to people who staff the industry.

Everywhere the importance of the local community as a basis for postwar economic planning is being stressed. It is widely held that private enterprise in each locality must be encouraged to do its own thinking relative to conversion from war to peace. The Committee for Economic Development, the U. S. Department of Commerce and the U. S. Department of Agriculture are busy to this end, stimulating citizens' groups in cities and towns to study possibilities for new products and markets after the war, in order that peacetime private employment may be resumed as quickly as possible.

Local governments too are making their own postwar plans. Many have public works projects already in the blueprint stage, available to fill immediate employment needs. Generally, municipalities have been reducing their indebtedness and build-

ing up cash reserves for future contingencies. All local governments are being urged to put their financial houses in order so that they may participate more effectively in the difficult transition from war to peace.

Programs of community self-help for postwar readjustments will almost certainly lead to new consideration of municipal subsidies to industry. Special inducements have been offered in some form or other in all parts of the country where new industry has been actively sought. Communities have become thoroughly familiar with means by which they, through their local governments, can be of direct aid to private enterprise. The competitive features of local subsidies led to their widespread use before the war as a measure for self-defense as well as self-help, and a renewal of subsidies after the war is likely to have a similar effect.

Tax Exemption

The most common form of industrial subsidy by local governments before the war was exemption from local property taxes. Exemptions were for a period of five or ten years but were frequently extended. Since they were a waiver of revenue which the municipality would not obtain in any event without the factory, tax exemptions were generally regarded as a painless and inexpensive type of inducement. In the same category was free service from municipal utilities or service at special reduced rates. Tax concessions and special municipal services in the smaller communities were offered to industry almost as a matter of course.

Another subsidy practice which came into prominence in the early 30's was the use of municipal factory buildings. Scores of smaller towns in Tennessee and other southern states still own such structures, many of them attractively designed, built from the proceeds of city bond issues. Sometimes they housed the city fire hall and other public offices to maintain their legal status as "municipal buildings." The main structure, however, was leased to private operators who contracted with the city to maintain a given employment or payroll and to continue in operation "as steadily and to such an extent as the natural and ordinary business of the company will warrant from time to time," as stated in one contract.

The contract was usually signed before the building was constructed to assure occupancy. An operator agreeing to the conditions had use of the building free or at a very nominal rental. Recruiting of employees was frequently carried on at city offices prior to the building's construction in order to guarantee a supply of labor to the prospective operator and to assure that local people would be employed. In a number of instances the employee would be required by the city to assign from 3 to 10 per cent of his wages to a special fund to assist in retiring the building indebtedness.

Although the cost of public subsidy programs was generally borne locally, many state governments, especially in the South, have sanctioned the practice. Mississippi, Alabama and Georgia enacted general legislation permitting local governments to

exempt new industries for definite periods. Mississippi has also experimented with a "BAWI" (Balance Agriculture with Industry) plan, whereby municipalities built factories for operation or lease under a certificate of public necessity issued by the State Industrial Commission. Subsidies in Tennessee were sometimes but not always covered by special legislation; no less than 23 authorizations for construction of municipal factory buildings were enacted by the 1935 and 1937 legislatures.

Subsidies in South

Industrial subsidies have sprung up in the South because the region realized it needed new employment and payrolls and needed them quickly. A new factory was likely to be regarded along with schools, churches and civic buildings as a community asset advancing the general welfare. The demand was for branch plants or other factories already established as going concerns. With benefits of new factories measured almost exclusively in terms of immediate employment and payrolls, there was less economic significance attached to small manufacturing enterprises conceived and nurtured within the community itself. Opportunities for local capital investment, for new processing of local raw materials, or for serving local market demands were secondary considerations in subsidy programs. Efforts to provide employment and payrolls tended to encourage the movement of plant operators who seemed best able to produce them, and the inducements did little to hasten the internal development of new manufacturing operations integrated with the local economy.

It seemed only natural for the smaller communities to call upon their governments as the local organizations best equipped to finance subsidy programs. Such programs proved to be an expensive undertaking, however, for local governments already handicapped by low per capita revenues. The practice of bidding for industries tended to increase the cost of subsidies. Municipal bond issues for new factory buildings often exceeded $100,000, even in the smaller towns. The value of tax exemptions granted over a period of five or ten years and frequently extended was also high. Debt service on municipal factory bonds today still takes a large portion of property tax revenue in some municipalities. To this can be added the loss of new taxes from industrial property and the expanded need for public service that comes with a major industrial addition to the community. Since benefits from new payrolls found their way very slowly into the public treasuries, their industrial policy led many municipalities dangerously close to bankruptcy. Municipal taxpayers, whether benefited or not, had substantially increased tax bills to pay, and the standards of public service generally suffered.

The extreme forms which local encouragement to industry took in the South have been matched by more subtle types of inducements to be found elsewhere. The southern situation has been emphasized partly because the problem in this region

is brought into sharper focus and also because it is in the South that alternative action by local governments to develop industry seems most likely to make progress.

There are already encouraging signs that the basic conditions which led to local subsidies to industry in the South are gradually being eliminated. There is renewed confidence in the potentials of the region from an industrial standpoint. Municipalities in the Tennessee Valley region, for example, see a plentiful supply of electric power available for postwar industries, a new inland waterway, a greatly expanded attention to industrial research and new techniques for utilizing the region's products. They are coming to realize that industries can be developed in the region without resort to subsidy. The 90 odd municipalities distributing electric power in the Tennessee Valley region have found that a uniform schedule of power rates applicable to all industrial customers within their respective service areas has aided rather than retarded community industrial growth. Encouragement given by local, state and regional agencies to the indigenous development of new enterprises based on local resources has begun to pay dividends in sound economic progress.

With this background of experience in industry attracted by subsidy versus industry attracted by natural environment, local governments in the South are now thinking about their participation in local economic adjustments after the war. The need for new employment opportunities in their communities may be as great in the coming period as when depression conditions of a decade ago brought publicly sponsored industrial subsidies into full bloom. Postwar planning will be directed primarily to making these communities as attractive as possible to industry.

Standards Change

There is evidence that standards of what constitutes a favorable industrial environment are changing. It is significant to prospective manufacturers as well as to the people as a whole that per capita expenditures for local governmental services in the South are only slightly above half the national average. Plant operators weigh the advantages of special tax concessions or other privileges acquired at community expense against better protection for their property and better schools, health and recreational facilities for their employees. This is coming to be more widely recognized. For example, factors bearing directly upon local governmental services and community facilities comprise most of the items in the community inventory of industrial advantages being currently prepared in Tennessee under the auspices of the State Planning Commission. The maintenance of equitable tax administration, efficient public administration and uniform standards of public service are the essential ingredients of continuing good relations between industry and community.

Ten years ago local governmental participation in economic adjustments was viewed chiefly in terms of offers of tax immunity, free buildings and free services to plant operators. Now

(Continued on page 129)

Jamaica Gets Reform Program

Sweeping changes in municipal government proposed to strengthen democratic process, bring popular control of services; need seen to train public job candidates.

By L. C. HILL
International Union of Local Authorities

JAMAICA is on the threshold of a new era. A new constitution, based on universal suffrage, went into effect the first of the year. Plans for a more adequate scheme of local government are under way. A report on its reform has been presented to the island government for consideration.

The history of local government in Jamaica, like most other places, commences with roads. The first legislative act was an Act of Highways putting upon the vestries the responsibility of "mending and keeping clear the common highways and known broad paths within the island leading to church and market."

The growth of public management in Jamaica follows closely the English pattern. Indications are that the first governmental plan was a division of the island into a number of parishes. Fifteen parishes were created by the act of 1677, but time and circumstances altered these; at one time there were 22; now there is one corporate body for Kingston and St. Andrew and 13 parochial boards covering the rest of the island.

The transition from the early days to the present time has not been smooth; in fact it has experienced one or two rather serious upheavals. There have been instances of maladministration, neglect of duties and other serious defects which have caused the government to change its policy from time to time. This is not peculiar to Jamaica. And perhaps it can be excused more readily here than in many other places.

It is nearly three hundred years since the island first became part of the British Empire and during that time its government has been purely "colonial"; the welfare of the common man has been left mainly to those who were landowners, known colloquially as the "plantocracy." It is only a hundred years since slavery was abolished, and the same mistake was made there as elsewhere; there was no alternative plan of living put in its place, no attempt was made to teach the people how to prepare for self-government.

At present the government of the island is by a Legislative Council of fourteen elected members and fifteen official and nominated members. The latter are bound to vote as the governor directs. The governor presides at the council meeting. The franchise for electing the fourteen members is confined to men of 21 years of age and upwards who pay a ten-shilling direct tax. The women of 25 years of age can vote if they pay a similar tax and are literate. There are about 70,000 voters on the list.

The laws to be made and all financial expenditures are settled by the government before they are presented to the Council. There is a Privy

Council of nominated persons which acts in an advisory capacity, but the governor is not bound by its advice and, as the composition of the legislature shows, the governor is able to vote any proposal by using the government majority vote of the nominated and official members.

Full Suffrage Granted

The new constitution grants adult suffrage to all men and women of 21 years and upwards and that will increase the electoral roll to about 700,000. This tremendous increase in the number of voters nearly half of whom are illiterate disturbs a lot of people. As the former governor of the island, Sir Arthur Richards, expressed it on the eve of his recent departure, "the history of Jamaica is being opened at a new page upon which nothing has yet been writ."

Two houses are provided—an all-elected House of Representatives of not less than 32 members and a Legislative Council, the second chamber, of fifteen nominated members. Each will elect its own presiding officer. Policy, bills and finance will be initiated by an executive committee consisting of five elected and five nominated members with the governor possessing a casting vote, but not an original vote.

In addition to the executive committee there is an advisory council on matters of royal prerogative and civil service. The governor will be able to veto a law passed by the legislature but he must first consult his executive committee and is expected to accept its advice. The governor can declare a measure law if rejected by the legislature only if the executive committee agrees; then it must be reported to the secretary of state.

Elected members of the committee will form committees to deal with special departments such as education, agriculture and lands, transport and communications, social welfare, and general purposes. The chairmen of committees are to be members of the executive committee. This is the beginning of the ministerial system. The change is a big one and will be given a five years' trial.

There has been a demand for self-government for a long time past and now the Jamaicans have got it, many are afraid of the responsibility. The only way to make it a success is for the best men to come forward for election and to put their backs into it. Perhaps the heavy responsibilities which they will have to shoulder will make them careful. There are enough good men in the island to make it a success if they will come forward.

The British Government realized that any new form of self-government should embrace a more adequate and better defined system of local government. To prepare a scheme of reform of local government was the task given to the author by the Secretary of State for the Colonies; this has now been completed and left to the island government to adopt, alter or reject.

The first problem was to sort out the responsibilities of local government from central government, the latter body having taken care of everything in the field of government for some time past.

Believing that it is in the local

government field that men and women can practice governing themselves, a plan was devised to divide the island into over a hundred districts. These districts would comprise areas surrounding a well defined village center—the market, the post office, the church, where folk gather to talk and to barter. These centers have had a natural growth, the paths trodden through the bush and along the hillsides all converge there, and time and custom have established them.

New Local Setup

Under a plan of this nature the people who live within each district can elect a district committee composed of men and women who live amongst them and who will be interested in promoting those personal services which are needed every day. The local government functions of each district area will of course be limited because the areas will be too small and the number of people too few to undertake major services, or those functions which are "social obligations" such as the wider ranges of public health and education. The district committee will handle the personal services such as markets, street-cleaning and lighting, libraries, pounds and social amenities.

For the administration of the "social obligation services" a number of district areas will be joined together to form a municipal council. The areas of the municipal councils will conform mainly to the areas of the present parochial boards, excepting where one or two are merged. This is necessary if due regard is to be paid to the basic factors of good local government concerning size, functions, population, rateable value, community of interest, and ability to raise enough funds.

The effect of this is to reduce the number of municipal council areas to eight. The island is only 144 miles long and 49 miles at its widest point and is not much larger in area than one of the large county councils in England. Therefore, what would be a county council function in England, such as education, hospitals, and main roads, is a central government function in Jamaica. The latter functions must remain so if modern trends are to be accepted, but to bring local government into the picture it is suggested that local education, traffic and hospital committees should be appointed by the municipal authority and not, as at present, by central government departments. The present committees are merely government agents, and do not express the "voice of the people."

This has caused much anxiety in government departments. The medical officer claims that he is the right person to decide what hospitals the people should have. The author maintains that it is for the people through their elected representative to say what hospitals they want, whether the hospital services are adequate and, generally, to be constantly calling for more and more activity.

Whilst retaining a number of "all island services" it is advisable to create a properly constituted channel through which the wishes of the people can be expressed with some authority and responsibility. Further, the municipalities can help govern-

ment-sponsored services in many ways other than those which the present government-appointed committees can do.

Take education as an example. The present education committees are appointed by the island government from people who are either in holy orders of one brand or another or who claim to be interested in education. The functions of these committees appear to be limited to advising government on the conditions of the schools, the attendance of children and so forth. If the municipal authorities appoint the education committees, they can do much more. Teaching is not the beginning and the end of education. Some children cannot go to school because they have not any suitable clothing, some parents cannot afford school books, some live too far away from school and many are dreadfully undernourished. If the municipalities are given a fair share of the responsibility for education they can make a useful contribution towards remedying these deficiencies; they can do so in fulfillment of their ordinary public health, public assistance, and other functions.

In one important feature the new scheme breaks with common practice. The eight municipal councils will be made up of representatives of district committees elected by the district committees. Therefore, the members of the municipal councils will not be directly elected by the voters. Taking other things into consideration, there is a better chance that the best men and women will be appointed on the municipal council by this method.

Several matters referred to in the report may be regarded by some as being outside the scope of a report on the reform of local government. Such questions are the control on an all-island basis of water supplies, transport, electricity, reforestation, etc. They are all-island in their scope and cannot adequately be handled by municipal authorities. Therefore it is suggested these services should be under the control of public corporations and not administered by the island government or local government. Anything which has to be run on commercial or business lines is safest if removed from all contacts with the vitiating, interfering, favor-seeking politicians. Once the average Jamaican gets onto the Legislative Council, the Kingston City Corporation, or a parochial board, he assumes the right to interfere in administration. Again this is not peculiar to Jamaica.

New Borough Council

One outstanding alteration in the plan is the proposal to create another borough to be called Montego Bay Borough Council. The area of the borough will be coterminous with the present Parish of St. James and it will have a mayor and a somewhat higher status than a municipal council which can boast only of a chairman. Montego Bay is a promising urban center and the idea is to create some competition with Kingston in municipal enterprise. The scheme provides for other borough councils to be created when munici-

pal councils have proved their mettle.

Far-reaching financial proposals are also incorporated in the report. Most of the present grants to parochial boards are in the nature of "doles" and the author has substituted for them a system of grants in aid of the main services, public health and poor relief.

A rather large supplementary report has also been prepared outlining a comprehensive system of recruitment and training of Jamaican local government officers (employees).

Train Public Employees

Whatever changes take place in the system of local government, the standard of administration can never be better than the qualities of its permanent officials. Whilst it has been the practice for some time past to grant scholarships for training technicians, such as agriculturalists, doctors and scientists, it has never occurred to government to train administrators. There are, of course, a number of Rhodes Scholars both in private occupations and in government, but their choice of a career has been a personal one and largely influenced by the chances offered through personal or family connections. There is ample evidence amongst the youth of a desire to be trained and many are studying for examinations of one kind or another. But it all lacks guidance and direction, particularly in the field of administration.

There is a growing demand for Jamaicans for Jamaican jobs which is not unreasonable, although because of the way the slogan is used, it gives rise to a misunderstanding of the present position and fogs the question of efficiency and training. It also gives the impression that far more Britishers are occupying important positions than the real situation admits. Another point which the incessant demand overlooks is that a white Jamaican is just as entitled to consideration as a black one.

There is relatively a very small number of the best official jobs held by Britishers. In the secretariat there are only three non-Jamaicans; all the rest, from assistant secretaries down to the messengers, are Jamaicans and shade from near white to black. The proportions are more in favor of the Jamaicans in the larger departments and several heads of departments holding important positions, such as director of surveys, commissioner of income tax, are colored men.

The island is not large enough and the experience to be gained in any department is not wide enough to make a thorough job of training. Jamaicans must go to the United States, Canada or England for practical experience. The author has already compelled a start to be made by sending two promising young men to Syracuse University where they will be put under the excellent direction of Dean Mosher. Two have been sent to England, one to train as a municipal finance officer and the other to take his bar examination. They are serving in municipal financial and town clerks offices respectively while studying.

In the opinion of the author the work done in connection with these

reports is not so important as the awakening to the importance of local government which has become fairly widespread. As an illustration of this it may be mentioned that when the present governor, Sir John Huggins, took office last November, he was given an official welcome by the mayor, aldermen and members of the Kingston City Council. In the whole of his reply to an address of welcome the word municipal was not used once and no reference was made to the work of the corporate body. Six months later, in the Governor's address to the members of the Parochial Board Association assembled at their annual meeting, he said.

"If we feel we have earned a right to self-government, let us remember that all that we have gained is the privilege and the responsibility of building a new Jamaica. You, as the representatives of our local government administration, can play a vital part in shouldering that responsibility. . . .

"It is not a question of how much better you can do the limited amount of work which has been your share up to now, but how much more can you do? To quote a well known writer: 'Local government touches the welfare of the people more closely than any other influence.' If you remember that, and at the same time keep permanently in your thoughts that the children of today are the men and women of tomorrow, you will see your duty in its proper perspective. A large proportion of the children are scattered over the rural parts of the island and it is just as important that they should be given education, good health and taught the elements of citizenship as the children of the towns. You are nearer to them than central government. You know their needs and handicaps. You can bring happiness into their lives by developing attractive villages with communal services in public health and cultural amenities.

"That, in my opinion, is the nursery of self-government. We may deny ourselves, in the future, the help of many first class citizens and capable administrators if we fail to open the door of opportunity to anyone however remote he or she may be from the urban centers of activity.

"As an association of parochial boards or municipalities you can do much to help your constituent authorities by your collective encouragement and the dissemination of your specialist knowledge of the problems and systems of local government. Leadership is essential in all things and in the future it will become more important still. Your Association should set a high standard in efficiency and personally guard the honor of the service. If the local government units, however small, can call upon their representative organization for help, that will be a great comfort to them and a stimulant to greater activity.

"As the representatives of the citizens you have been charged with a noble duty—service to others without hope of personal gain. The average citizen does not understand the intricacies of the technical problems of government, but he can assess those personal qualities which alone justify his confidence in human nature."

The Case for 'Foot-in-the-Door'

Sharp drop in unwarranted dismissals, lower "quit rate" and boost in employee morale result from new middle-of-the-road plan of the Michigan Civil Service Commission.

By ROBERT G. McCLOSKEY
Michigan Civil Service Commission

NO issue in public personnel administration is more fraught with controversy than the question of dismissal-appeals procedure under civil service. Employee organizations insist that the discharge of a worker should be meticulously hedged about with safeguards and restrictions. Supervisors, on the other hand, tend to advocate managerial autonomy and the "open back door." The argument in each case rests, or purports to rest, on conflicting notions of what policy best serves the public interest.

So far as this writer knows, a definitive resolution of these varying points of view has never been achieved. The reason for this is, of course, that the issue exists in that vague hinterland of human relationships where truth is always conditional and seldom measurable. The "open back door" might be nearly ideal under certain nearly ideal conditions. On the other hand, it is quite possible to imagine circumstances in which the same policy would work great harm in terms of lowered employee morale and administrative inefficiency. However much we may prefer to stress the positive rather than the negative aspects of public personnel administration, we must admit that the ghost of political jobbery still walks in many American jurisdictions, that no civil service agency has yet reached a point where it can afford to ignore its watchdog function.

While no all-inclusive general principle can be laid down, however, it is possible to record the experiences of specific agencies operating under certain conditions and to evaluate those experiences on the basis of their results. A conclusion may then be reached which will cast light on the problems of similar agencies operating under a similar complex of circumstances.

The Michigan state government was introduced to the merit system in 1937. Until then Michigan had been, governmentally, a fairly representative American state, carrying the traditional burden of nepotism, jobbery and spoils. The legislative act which created the Civil Service Commission specifically provided for an open back door and denied the commission power to reinstate employees whose dismissals were found to be unjustified. The power of the commission in dismissal cases was limited to "advising" the appointing authority and to returning employees whose dismissals were held unjustified to the "reemployment register."

Michigan's unfortunate experiences under this system are already a matter of record.[1] An investigator found

[1]See *The Open Back Door: A Case Study*, by E. H. Litchfield, the REVIEW, February 1941, p. 85.

that during a single nine months' period 622 employees were dismissed. Of these 220 were heard by the commission, 127 of which were determined to have been without due cause. Although these 127 were returned to the reemployment register, only 7 per cent were ever actually reemployed. The evidence seemed conclusive that the dismissal privilege was being abused by department heads (inferentially, for political reasons), that employee morale was suffering as a result, that the existing machinery was accomplishing little to rectify the situation.

New Policy Adopted

When the statutory Civil Service Commission was supplanted in January 1941 by a constitutional merit system, the new Commission adopted a quite different policy. The regulations listed failure to carry out duties and obligations imposed by the rules, "conduct unbecoming that of a state employee" and a below standard service rating as sufficient causes for removal. It was not implied, nor has practice indicated, that dismissal on other grounds would be deemed unwarranted. The rule did suggest, however, that discharge without *good* cause might create a strong presumption that discriminatory practices were being employed. That is, while assigning original authority in dismissals to the appointing officer, the Commission reserved the right to reverse a case when the employee could show evidence that his removal had been arbitrary and unreasonable.

This "foot in the door" variation of dismissal procedure was designed to check political, racial or religious discrimination without unduly restricting departmental discretion. Those to whom the merit system had been entrusted hoped to steer a middle course between the unlimited freedom of the open and the paralysis of the closed back door. As to how well they succeeded in this aim, the following table may be suggestive.

	1941	*1942*	*1943*	*Total*
Dismissals	258	364	463	1085
Appeals	136	137	77	350
Reinstatements	13	11	7	31

How does this record compare with the 1939-40 "open door" period? The 622 dismissals for the nine months studied at that time suggest an annual rate of 829, or 2,487 for three years, assuming, of course, that dismissals remained constant. This amounts to the annual discharge of more than 10 per cent of the total employees in the service. For the three-year period from January 1941 to December 1943, the average annual dismissal rate was, on the other hand, about 3 per cent, a significant reduction even when account is taken of the radically different employment conditions during the latter period.[2]

The difference in the number of cases found unjustified (i.e. eligible for reinstatement) is likewise striking.

[2]No optimum dismissal rate can, of course, be established. Mosher and Kingsley found an average dismissal rate of 9 per cent for nine jurisdictions during 1932, a figure which tends to support the charge that civil service sometimes freezes employees in their jobs. On the other hand, it is noteworthy that in the fiscal year 1941-42, the rate for New York City was 3.7 and that, according to the *Monthly Labor Review* for June 1944, (p. 1305) the rate in 1943 for manufacturing industries was 3 per cent.

In the 1939-40 period, 20 per cent of the total dismissals were pronounced improper and would presumably have been reversed had the Commission possessed the power to take such action. In 1941-1943 only about 3 per cent of all dismissals were found unjustified and warranting reinstatement.

There is more to be learned from a year-to-year comparison of the 1941-1943 record. One out of every two persons dismissed brought his case before the Commission in 1941. By 1942 this ratio had fallen to almost one to three; and in 1943 only one out of every six dismissals was reviewed. A similar trend is noticeable in reinstatements. In 1941, 5 per cent of all dismissals were held to have been unjustified; in 1942 the percentage was about 3 per cent and in 1943 only 1.5 per cent, less than two dismissals in every hundred, were adjudged irregular.

The conclusions which can be drawn from such comparisons speak well for the middle-of-the-road approach to the dismissals procedure.

Unwarranted Dismissals Decrease

1. In the first place, the figures clearly suggest that unwarranted dismissals have been sharply decreased by the mere threat of Commission action. To some extent at least, it seems fair to say, the foot-in-the-door has acted as a preventive as well as a corrective. Moreover, there is reason to believe that this preventive effect has been cumulative, that, as appointing officers have become more familiar with the restrictions on their discretion laid down by the Commission, they have tended more and more to make certain in advance that their actions are justified.

2. Employee morale, that intangible but essential concomitant of a true career system, has been served by the feeling of security the foot-in-the-door provides. While no comparison with the 1939-1940 Michigan turnover rate is possible because of the present extraordinary war conditions, it is instructive to note that the 1943 "quit rate" in the Michigan civil service is well below that for private industry although industrial salaries have increased much more rapidly.

3. Neither are dismissal rates so low or reinstatement rates so high as to indicate that the operation of the machinery of state government is being hampered. White has shown how a truly closed door operated in Chicago where, in 1935, 97 employees were "acquitted" of dismissal charges, or reinstated, while only 26 dismissal cases were upheld.[3] The record in Michigan is not even remotely comparable. An appointing authority, actually confronted with an inefficient, insubordinate or undependable employee, can dismiss him with full confidence that his judgement will be upheld. No principle of government is valid at all times and in all circumstances. The case for "foot-in-the-door" appears strong when Michigan's experience is taken into account but any general conclusion must be applied with care.

Nevertheless, it seems safe to say

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[3] *Introduction to Public Administration*, by Leonard D. White (1939) p. 395.

The County Clerk as 'Manager'

Financial and secretarial duties of Wisconsin official thrust him into the foreground of local administration to coordinate business of otherwise headless government.

By L. H. ADOLFSON
Extension Division, University of Wisconsin

THOUGHTFUL students of local government have long been concerned with the problem of how best to introduce modern executive management into the traditional structure of American county government. County reorganization schemes, with all their variations from place to place, generally propose some form of "county manager" plan. In theory this is as it should be.

Unfortunately, supporters of the *status quo,* bitterly opposed to drastic reorganization of the county governing process, are in a strong position to defend their alleged prerogatives in most state legislatures. Consequently, an oblique approach to the executive problem of county government is worth consideration, particularly for the rural county. In Wisconsin a substantial integration of the administration of most counties can be achieved by encouraging, and perhaps institutionalizing, general managerial practices that are developing in the office of county clerk.

Wisconsin counties are governed under the supervisor plan in which legal authority over the governmental affairs of the county is vested in a board of supervisors. This board is composed of the chairmen of the rural towns and elected supervisors from each ward of the municipalities in the county.

Various departmental officials, such as the county clerk, treasurer, and district attorney, are elected independently of the board and draw their basic powers directly from state constitutional provisions and state legislative action. There is no official executive head. Thus, Wisconsin county government consists of more or less independent governing agencies, subject in varying degree to control by the general governing body of the county, the county board.

In so far as state-county relations permit, effective control over the general affairs of the county is exercised by the county board chairman, the committees of the board, and the county clerk, all functioning under the brooding presence of the county board as a whole. Even in the rural counties, however, the pressure of constantly more complicated tasks has created an awareness of the need for more centralized management.

Though the complexity and traditional rigidities of the county governing process have prevented clear-cut structural reorganization to meet this need, general managerial responsibility has been thrust upon the office of county clerk in many Wisconsin counties. This development has resulted from the exploitation of his financial and secretarial duties.

By state statute in Wisconsin the county clerk is the official county accountant and auditor. He maintains

all general county financial books and records, pre-audits all bills for committee or board action, usually prepares the preliminary county budget, aids in controlling the budget, where control exists at all, and acts as the facilitator of the whole county financial process. On the basis of these responsibilities the county clerk may easily become the responsible financial officer of his county. Moreover, in half the counties of the state, where the volume of purchases does not warrant the creation of a separate purchasing department, the county boards have designated the county clerk as purchasing agent, in a few cases providing an additional salary for this task. All this suggests that financial and related duties have placed the county clerk squarely in the center of county administration.

Administrative Duties

The secretarial duties of the Wisconsin county clerk as clerk, or secretary, of the county board and its committees also thrust him into the center of general county administration. In this role he gathers and supplies materials for board and committee meetings, prepares agendas, advises and counsels with board members, issues the call for committee meetings (sometimes on his own initiative), sees to the publication of board proceedings and other legal notices, and in general assists in getting action on board decisions.

The clerk who fulfills the managerial potentialities of his office meets with virtually all committees and serves as the active liaison between the committees themselves and between the committees and the operating departments. Of all county officials in Wisconsin the clerk alone holds the position, at least quasi-executive in nature, from which county government by committees can be coordinated and facilitated.

In 1942 the writer made an appraisal of the effective role of the Wisconsin county clerks in the general administration of their counties, an appraisal based upon extensive field surveys which included at least one visit to each of the 71 county seats in the state. Expressed in terms of executive management, the following criteria indicate roughly the measurements applied in the appraisal:[1]

Very strong (7): The clerks in this category performed all the functions of a full county executive. They were the dominant factor in the county budget-making and budget control process; they initiated most committee action; they were regularly consulted by all other county officers, including the board chairman; and they exercised effective authority over the general administration of the county.

Strong (23): The clerks in this category were the key general administrators of their counties but fell short of full executive stature. They were active in the whole budget process; they worked closely with the board chairman and board committees; they were frequently consulted by all other county officers;

[1]Since Milwaukee County is a large metropolitan county with governing problems markedly different from those of any other in the state, it has been omitted from the present analysis.

but while they exercised considerable effective power, they were careful to do so through the regular policy authorities—the county board, its chairman and committees.

Fairly strong (17): The clerks in this category facilitated clearly the whole county governing process, but did not play a forceful, active role. They were moderately active with the committees of the board, and performed merely a routine part in the budget process.

Weak (23): The clerks in this category were mere routine officials, with virtually no part in the budget process or in the general administration of county affairs.

On the basis of this analysis 30 county clerks in Wisconsin approximated, unofficially but none the less effectively, the position of county executive.

This marked tendency for the clerk to assume substantial direction of general county administration is a natural development of the clerk's inherent position in the county governing process. He alone knows the total financial picture of the county; and he alone comes into contact with all the board members, either individually, in committees, or in full sessions of the board. Moreover, the clerks are in constant contact with the various departments in the county court house and consequently know the day-to-day problems.

Since neither the county board nor its committees are in daily session, and the board chairman is frequently not available, department heads usually develop the habit of bringing their particular problems to the chief agent of the board, the county clerk. As a result much general administrative responsibility falls to the clerk whether he wills it or no, and the stronger clerks are able to exploit their extraordinary position to the point where they become, in large measure, unofficial county executives.

Board Chairman's Position

In a consideration of the role of the county clerk, one must not ignore the potentially strong position of the county board chairman, who is in effect the general administrator of many counties. Though the chairman of the board is a full-time official in only one county, he is paid a small monthly salary in ten counties and permitted liberal per diem expenses in many others, with the expectation that he will attend, more or less regularly, to the day-by-day general administrative affairs of the county. Where he is able and conscientious he guides the county board and its major committees, and it is to him that all department heads look for advice in the determination of departmental policies.

In contrast to the clerk, who cannot rise officially above the role of the effective facilitator of county administration, the strong board chairman is able to assume a more nearly official role of county executive. This is possible because he, as the elected chairman of the county board, represents the political majority of that board. He enjoys, therefore, an effective political position not unlike that of the British prime minister under Britain's parliamentary system of government. A chairman capable of

filling this role intelligently and energetically can provide the civic leadership essential to the best interests of the county.

Unfortunately, the emergence and and continuity of strong leadership in the office of board chairman is unpredictable, for at best the office is a secondary interest to most incumbents, and its perquisites are generally not large. Nor is it possible to institutionalize easily the administrative practices of the best board chairman as is possible with the best practices in the full-time office of county clerk. Hence, assuming the present framework of Wisconsin county government, more is to be gained from centering attention upon the long-range managerial potentialities of the clerk's office than upon those of the county board chairman.

Optional Forms Asked

The Wisconsin constitution specifies that the system of county government shall be uniform throughout the state, and by judicial interpretation the supervisor setup is *the* uniform system. Frequent attempts, one of which is now pending, have been made to amend this provision of the state constitution in order to provide optional forms of county government for those counties desiring a change from the supervisor system. Even should the present "optional" amendment[2] hurdle successfully the obstacles of further legislative action and a popular referendum, it is doubtful that many rural counties would abandon their traditional form of government. Yet the problem of attaining more effective management of general county administration to meet the governmental needs of modern society remains. The most practicable escape from this dilemma for the average rural county of Wisconsin is to strengthen the central financial and secretarial position of the county clerk.

[2]The so-called Daugs constitutional amendment, to remove the requirement of uniformity in county government and to empower the legislature to set up optional forms of county government, passed the 1943 legislature but must pass the present session in identical form and then be submitted to the voters of the state for ratification. See the REVIEW for October 1944, p. 484.

THE CASE FOR 'FOOT-IN-THE-DOOR'

(Continued from page 124)

that this principle has worked well in Michigan and with due allowances for varying conditions can be set forth as a tentative plan for action elsewhere. The success of the plan will depend to a considerable extent upon the judgment of the reviewing body in applying its flexible provisions. Or, to say the thing in a rather different way, it will depend on the understanding which is developed between the personnel board, the employees and the appointing authorities. Good sense is the universal catalyst in personnel management; no basic formula can be expected to work without it.

Contributors in Review

THE article in this issue by **L. H. Adolfson** (*The County Clerk as 'Manager'*) is based on a study made by the author in connection with his doctoral thesis on Wisconsin local government. Dr. Adolfson, a graduate of Wabash College, took his graduate work at the University of Wisconsin. He was formerly assistant professor of political science at Wisconsin, teaching in the fields of American government and local government. He is now director of the University's Extension Division.

BECAUSE of his broad experience in local government affairs, **L. C. Hill** (*Jamaica Gets Reform Program*) was a logical person for the British Colonial Office to send to Jamaica to advise on the reorganization of local government. His report on the subject was recently submitted to the Island's government. Mr. Hill was general secretary of the National Association of local Government Officers from 1909 to 1943, he is a founder and member of Council of the Institute of Public Administration (England) and member of the International Committee on Teaching and Training for Public Administration. In 1936 he was awarded a Spelman travelling fellowship to America. He is author of *The Local Government Officer* and a contributor to municipal publications in England, America, Canada, Newfoundland, South Africa, Germany and Poland. Mr. Hill is now serving as acting director of the International Union of Local Authorities.

SINCE preparing the article which appears under his name in this issue **Robert E. Lowry** (*City Subsidies to Industry Wane*) has become a lieutenant (j.g.) in the Navy. Previously Mr. Lowry was with the Tennessee Valley Authority for ten years, his last position being that of public administration analyst. His work in this connection has brought him in contact with many local officials. Mr. Lowry is a graduate of Ohio State University, with a master's degree in political science from that institution.

ANOTHER graduate of the University of Wisconsin is **Robert G. McCloskey** (*The Case for 'Foot-in-the-Door'*) who later received his M.A. in political science from the University of Michigan. At the time he prepared his article Mr. McCloskey was a research analyst on the staff of the Michigan Civil Service Commission. He is now an administrative assistant on the staff of the Governor of Michigan.

CITY INCENTIVES

(Continued from page 115)

there is more tendency to consider public works programs planned with an eye to the over-all community development and improved standards of service designed to make the community a better place in which to live and work. A new school building, a well equipped playground or a new fire station is displacing the municipal factory building as the most effective means of making the community attractive to desirable industries. Competitions among communities for better local government, more modern public facilities and higher standards of public service are forms of bidding for community developments which promote the welfare of the community, region and nation. That this fact is being recognized in the postwar planning of many southern communities is one of the most encouraging elements in the entire postwar prospect.

News in Review

City, State and Nation

Edited by H. M. Olmsted

Congress Takes Steps to Modernize Procedure

National Research Groups Offer Many Suggestions

THE Joint Committee on the Organization of Congress, appointed in December, functioning under the present Congress that convened January 3, announced at the start that it would seek the views of specialists in political science, newspaper men, and authorities on business management, in addition to those of members of Congress.

Since then there has been much discussion and formulation of specific suggestions, including a comprehensive report by the Committee on Congress of the American Political Science Association, and one by Robert Heller, business management consultant for the National Planning Association.

The first-mentioned report is based on a four-year study by ten political scientists, under the chairmanship of George B. Galloway, and contains ten recommendations designed to mitigate Congressional handicaps and remedy the defects in internal organization and operation and in the external relationships of Congress. It reflects the unanimous views of the Committee, but does not necessarily represent the opinion of the American Political Science Association, which is traditionally neutral on questions of public policy. The recommendations are as follows:

1. That Congress divest itself, because of the heavy volume of legislative business, of such work and activities as it can appropriately delegate to other agencies, including District of Columbia government affairs, the settlement of private claims and pensions, and other private and local legislation, eliminating the Private Calendar.

2. That the committees of Congress be adequately equipped with independent, qualified experts to aid them in making laws, such experts either to be attached to the committees themselves or drawn from a central pool or joint legislative staff service, or both.

3. That appropriations to the Legislative Reference Service and to the Office of Legislative Counsel be substantially increased so as to strengthen their research and legal facilities.

Modify Committee System

4. That the committee systems of both chambers be simplified by (a) eliminating the inactive committees; (b) consolidating those with overlapping jurisdictions; (c) creating twin committees in both houses; and (d) correlating them with the major areas of public policy and administration.

5. That a Legislative Council be established, to be composed of the vice president, the speaker of the house, the majority leaders in both chambers, and the chairmen of the reorganized standing committees; and that it be the duty of this Legislative Council to plan and coordinate the legislative program of Congress and to promote more effective liaison and cooperation with the executive.

6. That the reorganized standing committees also be utilized as vehicles of communication and collaboration between Congress and the corresponding administrative agencies within their respective jurisdictions; and that the heads of the major departments and administrative agencies appoint congressional secretaries who shall devote full time to liaison with their corresponding committees in Congress.

7. That the function of legislative oversight of administrative performance be entrusted by Congress primarily to the subcommittees of the House Committee on Appropriations, which should be adequately staffed to permit continuing review and evaluation of the work of the executive agencies within their respective jurisdictions.

8. That all groups, representatives of which appear before congressional committees, should register and make full disclosure of their membership, finances, etc.

Limit Service of Chairmen

9. That an automatic time limit of, say, six years be fixed upon service as chairman of a standing committee; or, alternatively, that standing committee chairmen be chosen at the beginning of each Congress by the Committee on Committees of the majority party, as they are in some of the states; and that committee chairmen be required by the standing rules to (a) call committee meetings when desired by a majority of the members; (b) report bills within ten days after the committee has taken favorable action failing which report any member of the committee could report the bill; and (c) keep a complete public record of all committee proceedings except executive sessions.

10. That the annual salaries of senators and representatives be increased to $15,000; that each member's annual allowance for clerical hire be substantially increased; and that the Civil Service Retirement Act be amended so as to make members of Congress eligible for retirement annuities on a contributory basis after long legislative service.

The conclusions of the Heller report are of somewhat similar character. They call for only about fifteen regular standing committees in each house, as compared to 33 in the Senate and 47 in the House at present; that each party have a policy committee in each house, to further coherent over-all programs. Increased research and staff facilities, including a well paid assistant to each member capable of relieving him of a variety of work, are recommended. A salary of $25,000 and liberal retirement provision for each member are suggested.

Other special points in the Heller report are: The Senate should adopt a closure rule rigid enough to prevent filibusters. Congress should discontinue irrelevant riders to bills, adopt reasonably broad rather than highly detailed appropriation bills, insure that the General Accounting Office is an effective instrument for control of executive expenditures, experiment with periods for questioning executive department heads before each house, and develop a substitute for the seniority rule for committee chairmanships.

Georgia Repeals Poll Tax

The number of states requiring payment of a poll tax as a prerequisite to voting shrank to seven with the repeal of the tax in the state of Georgia. On February 5, the State Senate, by a vote of 41 to 30, adopted a repeal measure that had already passed the lower house and forwarded it to Governor Arnall who has strongly advocated repeal.

The Senate previously had passed a poll tax repeal measure which eliminated permanent registration and required voters to register biennially. The House restored permanent registration with an annual purge and a provision that registrars must notify all persons who have not voted in two years that their registration will be cancelled if they do not vote in four years.

Council-Manager Plan News

Mayor Mortenson of **Hartford, Connecticut,** is advocating a thoroughgoing charter revision for that city, with council-manager government as a highly desirable objective. Certain charter changes have been drafted by the corporation counsel's office, affecting the finance department and also substituting single administrators for the present welfare and police boards, but the mayor considers these revisions to be makeshifts. He has been in conference with legislative and municipal leaders of both parties and other citizens, in an effort to arrive at bipartisan agreement on charter revisions for presentation to the state legislature. A bill has been drafted to authorize the mayor to appoint a charter commission.

A movement in **Asbury Park, New Jersey,** to bring about a special election on the question of reversion from the manager plan to the commission plan, has been blocked by the passage in the state legislature of a bill requiring such a question to wait until the general election in November. The bill, introduced by Senator Haydn Proctor of Asbury Park, majority leader in the Senate, was said to be designed to give voters in the armed services the opportunity to vote on such a change, and also to save the expense of a special election. It was not considered feasible under present statutes to collect servicemen's votes on special referenda. Petitions had been circulated in the effort to obtain a special election.

An active movement for council-manager government is under way in **Burlington, North Carolina.** A civic committee of 215 members sought to have the Board of Aldermen call a special election on the question of adopting the manager plan, but the board by resolution refused, for "statistical, historical and political reasons" and because the proponents were not shown to represent 25 per cent of the qualified voters (the percentage necessary for a petition to force action). Thereupon petitions were circulated both by the civic committee, calling for an election, and by Acting Mayor Cooper, opposing an election. The committee continued to seek legislative action, but also planned to obtain 2,500 signatures to its petition, to insure the minimum of about 1,400 registered voters residing in the city limits prior to a recent extension thereof.

The Chamber of Commerce of **Chattanooga, Tennessee,** after conferring with state legislators from that city, has redrafted in some respects its bill for council-manager government in Chattanooga, for presentation to the legislature.

A committee of leading citizens of **Key West, Florida,** is campaigning in favor of the manager plan for that city. It is headed by Wallace B. Kirke, director of the Key West Housing Authority. It is functioning as a charter committee, to draft special legislation for establishment of the manager plan. State Representative B. C. Papy is expected to introduce a bill in the legislature to provide the plan for the city.

The *Herald-Tribune* of **Sarasota, Florida,** has published a series of articles by its managing editor, giving the background of the manager plan, the steps necessary in obtaining it, reasons for its adoption for Sarasota, and a symposium of citizens' opinions on the idea. A poll of the Chamber of Commerce was 311 to 7 in favor of sponsoring a study of council-manager government. Mayor E. A. Smith is reported to be in favor of the manager plan.

Following a decisive vote by the

Tampa, Florida, Chamber of Commerce for a change in the city's form of government, with preference for the manager plan, the Junior Chamber of Commerce has been active in study of possible governmental reforms. Subcommittees of the Junior Chamber's Better Municipal Government Com-Committee reported in January on various proposals; one group urged the use of the *Model City Charter* of the National Municipal League, and two others favored revision of the existing charter to provide a council of seven from districts but elected by the entire city, instead of twelve elected by districts as in the existing Board of Representatives. One of these two groups recommended the manager plan, while the other urged that it be given much consideration. On January 18 the main committee, after protracted debate, voted seven to six for the manager plan. It also unanimously favored reduction of districts to six or seven, with representatives to be voted on first by districts, the two high men in each district then to be voted on by the citizens as a whole, for five-year terms. On January 23 the better government committee of the "Senior" Chamber of Commerce unanimously endorsed the manager plan.

Dothan, Alabama, will vote March 20 on adoption of the manager plan.

Council President George Maclellan, in **Santa Barbara, California,** has proposed a city manager amendment to that city's charter. He would also make the offices of city attorney, police judge and assessor appointive instead of elective.

Negaunee, Michigan, defeated a proposed manager charter on January 29 by a vote of 1,353 to 884. While proponents of the charter issued considerable publicity and tried to get out a good vote, and there was an active and vociferous opposition, a general attitude of apathy was reported.

The **Colorado** Municipal League has prepared a legislative bill to enable cities to adopt the council-manager or the commission form of government by popular vote without the long and expensive procedure involved in the local drafting and adoption of a charter.

The **Annapolis, Maryland,** *Capital,* discussing current pleas for annexations by Annapolis urges that the city first consider governmental improvements such as were set forth in an earlier survey report, which recommended the city manager or the strong mayor form of government.

A group of citizens in **Old Town, Maine,** is asking the legislature to pass an act providing the manager plan for the city, to be voted on locally.

Dixon, California, is becoming interested in the manager plan.

Move for Home Rule Defeated in Florida

Although first reports indicated the repeal in November of the uniform charter provision in the Florida constitution, as stated in the REVIEW for January (page 32), it appears that the provision still stands. State Senator Mathews, speaking at the convention of the Florida League of Municipalities, according to the January *Florida Municipal Record,* said:

"We recently had an election in the state of Florida whereby the people were given the privilege of voting on a proposed constitutional amendment No. 6, which would have restored, secured and preserved to the people of the cities and towns of the state of Florida local self-government and home rule. This amendment was lost by approximately 2,000 votes. The fact that this amendment was defeated leaves in the constitution section 24 of article 3 which requires a uniform system of municipal government and provides

that 'no special or local law incorporating cities or towns, providing for the government, jurisdiction, duties, powers and privileges, shall be passed by the legislature.' "

Support for State Leagues of Municipalities Debated

The question of adequate support, from public funds, of leagues of municipalities has recently come to the fore in Michigan and Ohio.

A suit has been under way in Kalamazoo, Michigan, brought by a former mayor of that city, in an effort to prevent it from paying an annual charge for membership in the Michigan Municipal League. The plaintiff contended that the money received by the League from its member cities has been used in part to enable league representatives to appear before legislative committees, to draft proposed legislation, and to advise and counsel individual legislators, and that, as to these and other uses, such money was not under the control of the contributing city.

In Ohio the League of Municipalities is not supported from public funds, and the *Dayton Herald* points out the need of such support. It states: "The present so-called State League of Municipalities cannot become a real league of cities until the state legislature passes enabling legislation, with the final approval of the governor, which would permit municipalities to join the organization and pay their proportionate share of the operating cost for year-round activities of fact-finding, information and mutual aid." The editors assert that, in contrast to leagues of municipalities in 41 other states, the Ohio organization is merely "a league of municipal officials who are sufficiently interested in promoting the welfare of their local governments that they contribute from their own pockets to the maintenance of an organization for occasional consultation on common problems." Hope is held out that Governor Lausche will support a move to permit cities to pay league dues, although opposition of certain rural and business interests is foreseen.

Change in State Fealty Sought for Isolated Island

A movement is under way for the transfer of Fishers Island, New York, to the state of Connecticut. This small island is under the jurisdiction of Suffolk County, Long Island, but is much nearer Connecticut. To reach the county seat in winter a long journey through Connecticut to New York City and then out on Long Island is necessary; in the summer a ferry provides access.

New Union Contract Made in Philadelphia

The City Council of Philadelphia has approved a new agreement between the city and a local council of the American Federation of State, County and Municipal Employees (AFL) regarding hours and working conditions for more than 5,000 per diem employees in the Public Works Department. Like the superseded contract, made in 1940, it does not mention specific wage rates. The chief changes are as to overtime, liberalizing sick leave with pay, and adding another holiday (Good Friday). According to the International City Managers' Association, union and city officials believe that the overtime change, under which time-and-one-half will be paid only after an employee has worked 44 hours in a work week, will greatly reduce absenteeism, which in 1944 averaged 248 workers per day for employees under the old contract. The latter permitted overtime pay for the excess above eight hours any work day.

The agreement also recognizes the union as sole bargaining agent for its members, prohibits discrimination between union and nonunion employees, prohibits strikes, allows double time for Sundays and holidays, gives two weeks' paid vacation after a year's service, and provides that the personnel rules of the city apply as to discharge and suspension but that the union or employee can discuss the matter in accordance with grievance procedure set forth in the contract.

New York Village and Township May Consolidate

Massena, New York, scene of huge aluminum production, is a village within a town (township) of the same name. The town was organized in 1802 and the same offices created then exist today. The village, incorporated more recently, has experienced rapid development. Now the merger of village and town are contemplated to eliminate duplication in town and village offices and duties, increase efficiency in local government, and strengthen administration in the interests of the citizens of the entire community.

Plans Advanced for Municipal Report Exhibit

The Town and City Reports Committee of the American Institute of Graphic Arts has tentatively set the end of September, in New York City, as the time and place for its exhibition of town and city reports. It had previously been hoped that the showing would be held in April. A jury of three is to be chosen by the committee to make selections based on typographical excellence. Professor Phillips Bradley of Queens College (New York City) and Alfred Willoughby, executive secretary of the National Municipal League and acting editor of the REVIEW, who are members of an advisory committee, will serve as jurors for judging the content of the typographic selections.

Awards Given for Maine Town Reports

The 1944 Maine Town Report Competition resulted in first awards being given to the following towns in various population groups, designated here by the upper limit for each group: 250, Upton; 500, Acton; 750, Castle Hill; 1,000, New Portland; 1,500, Gray; 2,000, East Millinocket; 3,000, Oakland; over 3,000, Houlton. Two lesser awards were given in each group. There were over 450 entries.

Uniform State Unemployment Compensation Maximum Urged

The Council of State Governments has recommended that the 44 state legislatures meeting this year revise their unemployment compensation laws to bring benefit payments up to a maximum of $20 a week for a maximum of 26 weeks. Such action would sustain an adequate standard of living for workers and their families through a reasonable period of reconversion, and minimize the deflationary effects of unemployment, the council said in a report on *Unemployment Compensation in the Postwar Period.*

One-teacher Schools in Kansas Drastically Reduced

In the state of Kansas, which is exceeded only by Illinois and Missouri in the number of separate school units, it is estimated that 2,220, or 30 per cent, out of a total of 7,220 schools in organized one-teacher districts are closed this year, according to Camden Strain, assistant director of the Research Department of the Kansas Legislative Council, writing in the *Kansas Government Journal.* Twelve years ago 269 such schools were closed, or 3.7 per cent of a total of 7,297 one-

teacher districts. The number of such districts has decreased hardly more than one per cent in the period, however, in the absence of legislation directed to reorganization of school districts.

About two-thirds of the districts not now maintaining schools have sent their pupils to graded school centers, and one-third to adjacent one-teacher districts.

The number of one-room schools in the United States is reported to have declined from 189,227 in 1920 to 113,600 in 1940.

The Kansas Legislative Council has formulated a plan for comprehensive reorganization of school districts in the state. It provides for appointment by county commissioners of school reorganization committees of five non-teachers, in each county, to make a survey and prepare a reorganization plan, in four years.

Fewer Wisconsin School Districts

In Wisconsin, in contrast to Kansas, the actual number of school districts has radically decreased. The number of elementary school districts at present, 6,356, represents a net decrease of 1,063 since the 1936-37 school year; 1,065 districts were eliminated and only two added. Of the present number some 800 are not now conducting schools. The heavy reduction in districts is attributed by the Wisconsin Taxpayers Alliance to the power held by the state superintendent of public instruction; under a 1939 law he can on his own initiative consolidate districts of less than $100,000 valuation by attaching them to adjoining districts, thus saving in costs and making for better administration and instruction. Much remains to be done, by new legislation, especially in revamping districts so as to eliminate or reduce the number without schools.

Researcher's Digest

R. I. Expenditure Council Studies Local Finance

Suggests Uniform Budgeting, Accounting under State Agency

THE latest publication of the **Rhode Island Public Expenditure Council,** *Local Finances in Rhode Island,* was prepared by A. E. Buck of the staff of the Institute of Public Administration. That organization, at the request of the Council, has been conducting a series of surveys of state and local government in Rhode Island, dealing largely with intergovernmental relations. In publishing the study the Council hopes to "stimulate public opinion to the point where it will serve to strengthen the effectiveness of local governments."

Discussed in the report are such questions as these: "Are the cities and towns properly organized for the discharge of their financial responsibilities? Do they plan and control their expenditures effectively? Do they account adequately for the moneys entrusted to them by the taxpayers? Are their debts consistent with their resources? A "Program of Fiscal Reconstruction" completes the discussion with these recommendations:

1. Reorganization and integration of the fiscal offices and agencies in each of the city and town governments;

2. Establishment of a central agency in the state to formulate, promulgate and administer a general fiscal policy for all local governments;

3. Systematic budgeting and debt supervision, all local governments to follow a uniform practice in budgeting, bond issues to be approved by the central agency before application made to legislature;

4. Uniform accounting, comprehensive reporting and competent annual postauditing to be emphasized;

5. Establishment of a uniform fiscal year for all local units with which the appropriation year should be made to coincide.

Locating a State Capital —Tale of Pioneer Days

The competition and discussion which raged over establishing a state capital is the theme of *A History of the Location of the State Capital in South Dakota,* prepared by John Elmer Dalton, superintendent of schools in Beemer, Nebraska. The story has been published by the **Governmental Research Bureau of the University of South Dakota** as its fourteenth report.

According to Mr. Dalton, the struggle between various towns for the honor of becoming the state capital lasted from 1857 to 1904, when the populace voted for Pierre, which had won all contests from 1889 on, defeating the aspirations of Mitchell. At one time a governor suggested the appointment of a commission to locate a new site for the capital in the town offering the greatest inducement in cash and land. This suggestion was put into action by the legislature. The bill stipulated that the commission was empowered to accept bids from any aspiring town that would guarantee $100,000 in cash and a clear title to 160 acres of land. And, of course, the railroads had a finger in the pie.

Massachusetts State-Collected Taxes under the Microscope

"The interchange of funds between units of government—state, county, town and city—is one of the most confusing and least understood aspects of public finance in Massachusetts." This is the reason for *Distribution of State-Collected Taxes Shared with Cities and Towns in the Commonwealth of Massachusetts* which the **Massachusetts Federation of Taxpayers Associations** has published in an effort to clarify the subject.

The study covers payments from the proceeds of five state-collected taxes shared with cities and towns. It is its purpose to "provide a clear picture of the impact of these distributions on real estate taxation, to show fluctuations in dollar amounts from year to year, and to show the effect upon different types of cities and towns of the formulas upon which the distributions are made." The fourteen municipalities used as samples are Boston, Worcester, Springfield, New Bedford, Lowell, Lynn, Brookline, Pittsfield, West Springfield, Newburyport, Ludlow, Longmeadow, Sturbridge and Stockbridge. They were selected as most likely to bring to light the variations in the distribution of the taxes.

"Lame Duck" Appointments Continue in Boston

"Lame Duck" tactics evidently do not exist on the federal level only. The **Boston Municipal Research Bureau,** in an item entitled "Lame Duckery Again," points out that despite criticism over the years Boston mayors at the close of their terms continue the practice of making last-minute appointments and granting salary increases after election day. Increases in the city's payroll at the end of 1944, when Mayor Tobin left office, amounted to $1,478,189. The largest previous increase was $202,925 under Mayor Mansfield in 1937. Mayor Tobin made a total of 4,578 salary increases which amounted to $888,387 and 278 transfers and appointments, which added $589,802 to the payrolls.

In 1939 the legislature enacted a law which "affords a desirable check upon midnight appointments and salary grabs under the regular mayoral elec-

tion schedule," says the Bureau. "It provides that city appointments made by a mayor after a new mayor has been elected shall terminate on January 31 following. Salary increases, except regular step-rate increases, likewise lapse on January 31." But Mayor Tobin's election as Governor reveals a loophole. The law fails to provide for the automatic nullification of appointments and salary increases made between a mayor's election to a state or federal office and his subsequent resignation.

Funds, Boards, Tort Liability, Auto Licenses Investigated

Among recent reports by the Research Department of the **Illinois Legislative Council** is *The Suability of the State,* wherein is discussed the much debated theory that "the King can do no wrong." Data for all the states are presented. The effect of constitutional provisions is considered, notes on claims procedure for the states presented, and courts of claim in Illinois, Michigan, New York and West Virginia are described. Another chapter is devoted to state liability in tort. The report concludes that there is no general scheme of tort liability, that it varies from practically zero to almost the same liability as that of a private individual.

Two additional reports of the Illinois Council deal with *Motor Vehicle License Plates,* covering their size, composition, lettering, etc., in the various states; and *Control of Tuberculosis by the State,* which presents the program of a number of states as well as that of Illinois.

Two reports, in addition to those listed in this department last month, have been issued by the **Nebraska Legislative Council.** Both were prepared by the Council's director of research, Dr. Roger V. Shumate.

The first deals with *The Collection, Appropriation and Administration of Cash Funds in Nebraska.* The study grew out of a resolution by the 1943 legislature that the Legislative Council be directed to make a study of fees received by the various state departments and their disposition.

In its report the Council states that it has "attempted to classify the principal types of charges and collections which go to make up the cash funds, and to analyze briefly the legal and administrative problems relating to these funds. In so doing, it is hoped we have presented information which will enable the legislature to determine for itself the policy which it wishes to pursue with respect to the deposit of these funds and the appropriation thereof."

The second report is entitled *The Nebraska State Board of Agriculture and the Nebraska State Historical Society.* It covers the organization and functions of these two boards, their financing, legal status, etc. The practices of other states are also investigated. In its conclusions the Council raises a series of questions which should be considered by the legislature in dealing with the boards and makes suggestions on their possible integration into the state administrative setup.

Consolidation

Consolidation of three inspectional offices which are now relatively independent—electrical, plumbing and building, and zoning—is recommended for Providence by the **Providence Governmental Research Bureau.** These services cost the city 23 cents per capita while St. Paul, says the Bureau, with a consolidated department of inspections, spends 16 cents per capita.

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Modernizing the Courts

The **Cleveland Citizens League** has analyzed the cost of the administration

of justice in Cuyahoga County. It states: "That the work is not being done efficiently, economically, and to the satisfaction of the public, is common knowledge." The discussion points out the advantages and need for a "strong, single, centralized county court, adequately staffed."

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Salary Survey

"Should a plan for the payment of overtime be considered independently of the Joint Salary-Wage Survey which has practically been completed?" asks the **Citizens Bureau of Milwaukee.** The Bureau calls attention to the fact that the Common Council seems to be preparing to adopt an overtime payment plan without waiting for the recommendations of the survey now almost completed by the Technical and Policy Committees representing the five units of local government within the city.

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School Enrollment

Several local research bureaus have been checking on school enrollment, comparing present figures with those of other years. The **Rochester Bureau of Municipal Research** publishes a table giving the average number of pupils in Rochester schools as of September for the years 1920-21 to 1944-45. Total figures for all schools show a decrease from 38,000 to 34,000.

Looking in the opposite direction, the **Schenectady Bureau of Municipal Research** attempts to forecast the number of pupils for which the city must provide as far into the future as 1956. Conclusions are based on birth records with some allowance for such factors as economic conditions etc.

A study of school enrollment trends has been made by the **New Haven Taxpayers Research Council** as an aid to considering the disposal of certain abandoned elementary school buildings by the Board of Education.

Citizen Action

Edited by Elsie S. Parker

Make Plans Now for Citizenship Day

Two Handbooks Available for Citizen Program Committees

OBSERVANCE of a national Citizenship Day, frequently called "I Am an American Day," has been growing each year since its inception in 1939. The third Sunday of May (May 20 this year) has been set aside by Congressional resolution for the occasion and it is annually proclaimed by the President.

For those interested in planning an appropriate program *Community Recognition of Citizenship—A Handbook for "I Am an American Day" Committees* may be secured from the United States Government Printing Office. This helpful pamphlet was prepared by B. C. Harrington, specialist in educational services of the Immigration and Naturalization Service.

Another excellent source of material, which provides plans for training in citizenship previous to ceremonies of induction, is *Citizenship Training and Induction for New Voters—A Guide to the Wisconsin Citizenship Program,*[1] issued by the University of Wisconsin. The plan described was originated by Dr. R. J. Colbert of the University and first put into operation by him in Manitowoc County, Wisconsin. It is designed to acquaint new voters with their government and with the duties and responsibilities of citizenship. Citizenship Day ceremonies climax a study period in which the new voters—both those just coming of age and

[1]Copies may be secured by writing to the National Municipal League.

those recently naturalized—have participated.[2]

Springfield, Ohio, Group Tackles City Problems

During the past year the **Greater Springfield and Clark County Association** (Ohio) has set up 23 separate projects for study, each under the auspices of a committee which agreed to study its particular problem and present recommendations to the Association's Board of Directors for action.

During 1944 the Association circulated a membership blank on the back of which had been listed about twenty suggested city improvements which the Association might seek to have made. New members were asked to check the five in which they were most interested.

A Water Project Committee has made its report as to where the city may obtain additional water. The report includes the cost of drilling and of a filtration plant, the manner of procedure as to mortgage revenue bonds, etc. This report will be the basis of the Association's willingness to sponsor action which will furnish the city with twelve to fifteen million additional gallons of water daily. Another committee studied sewer needs —both sanitary and storm.

For five years the city attempted to correct a congested traffic situation. Finally, the Association appointed a Traffic Committee and within five months the City Commission had made all changes which it recommended. The Association donated $1,700 to the city to make it possible to secure the latest electrical traffic appliances.

At the insistence of the Association, downtown streets and alleys are now cleaned every night—a rotary sweeper and power flusher working after 3 A.M. All cars must be removed before that time. Four merchants in each block are held responsible for the condition of sidewalks and gutters in their respective areas.

The Association has placed 90 metal drums lined with canvas bags on the sidewalks for scrap paper. The containers are labelled "Help keep our city clean. Greater Springfield Association." The group, in cooperation with the city paint department, has also reconditioned 3,000 residential signs.

The Association has organized a Demobilized Veterans Service. All groups in the Springfield area are cooperating, including the Y. M. C. A., Y. W. C. A., draft boards, United States Reemployment Service, American Legion, Veterans of Foreign Wars, the U. S. O. and the American Red Cross. There is a paid executive secretary—the only paid staff member of the Association. The Service provides free legal and medical advice, free insurance advice, vocational training and guidance. It places returning veterans in appropriate work or advises further training in specialized courses. It has been instrumental in changing the high school's curriculum to meet practical needs.

The Association has started a housing project for colored people in cooperation with the Federal Housing Agency. It has initiated an extensive park and recreational program.

The Association has found no difficulty in financing its many undertakings. It has several thousand members at the nominal dues of $1 per year. Manufacturing and business establishments contribute substantially to the work. As of January 1, with all bills paid, there was $15,000 in the treasury.

GEORGE M. WINWOOD, JR., *President*
Greater Springfield and Clark County Association

[2]See "Citizenship Day in Manitowoc," by S. V. Norton, the REVIEW, July 1939.

Rochester Takes a Critical Look at Itself

A series of circumstances have combined to make possible the preparation of the recently published *Rochester —A Study in Civic Values.*

First, the will of Henry T. Noyes, a public-spirited citizen of Rochester, New York, contained a bequest to the University of Rochester the income of which was to be used "to promote interest in city and regional planning in the broadest interpretation of those terms." The income of this fund over its first two years was used to finance the study.

Second, a group of civic organizations and individual citizens were keenly aware of the necessity for such a study "to present important facts and conclusions about Rochester to its citizens."

Third, the University considered it an important function to contribute to the welfare of the community and therefore welcomed the opportunity to coordinate funds and interest for civic betterment.

Cooperating with the University were the (then) City Planning Board and the Citizens Planning and Housing Council and numerous individuals. The latter organization made available its office space, files and secretarial staff.

The first three chapters of the study cover the Tax Problem and Real Property, Other Factors Affecting Real Property and Some Suggestions for a Cure.

Included in the last-named are: (1) a broadening of the tax base—"more of Rochester's revenues must be derived from .sources other than real property"; (2) proper use of new revenues —"new revenues should be marked for debt reduction and thus ultimately for tax reduction," also "the city should acquire areas for redevelopment and make them available to private enterprise at costs that will encourage investment"; (3) the power to plan—"A master plan for the city, if made effective, could create areas for neighborhood development even exceeding the appeal of the towns. The development of such a plan—a creation of the power in the new Planning Commission to put it into effect—is the most important single step in this program"; (4) citizen concern—"without community understanding of its problems and without pressure to cure them, Rochester will drift slowly but surely toward the deterioration which it now faces."

The last chapter, Window Shopping, is a word picture of a future ideal Rochester with the admonition that "Rochester can be changed *if its citizens will it.*"

Tables present debt figures, per capita operating expenses, assessed valuations, etc. Maps and charts depict proposed development areas.

Program for Citizen Training Part of "Boston Contest" Plan

Included in the plan for the government of Metropolitan Boston which won the first prize of $5,000 in the recent "Boston contest"[1] is a proposal for citizenship training and citizen participation in local government affairs. The plan was drawn up by Dr. Albin R. Goldschmeid and is set forth as follows:

"That civic adult education will be extended greatly in the postwar period is a foregone conclusion. We recommend a plan which is based on the conviction that true 'community education' can be achieved through actual civic participation in matters of community administration and not merely

[1]See "Metropolitan Organization Stressed in Boston Contest," the REVIEW, January 1945, p. 30.

by talking about civic responsibilities nor by confining civic action to the casting of votes. It propounds 'learning by doing,' and claims that this method should apply to civic adult education just as it has become the leading principle in 'progressive education.'

"Community education comprises under this plan two main phases, a preparatory phase and the phase of actual citizen participation:

"*A. Preparatory Phase:* The universities of the area shall offer a community specialized training program, similar to the Army Specialized Training Program that had been conducted for war training of soldiers. Enrollment would be open, free of charge, to civic volunteers, who would pledge for civic volunteer service within a certain part of their leisure time for a limited period. The remuneration for the institutes offering this program would be provided by the community.

"*B. Phase of Actual Citizen Participation:* The civic volunteer, after satisfactory conclusion of his short preparatory training, would be assigned to his specific duty within the limits of the obligation he had incurred.

"Responsibility for the realization of this plan, and for the coordination of the volunteers' work with actual requirements would rest with a 'Headquarters for Community Education.' This center would establish contact with all local governments of the area, and would scrutinize with them suitable projects which, either for lack of appropriations or for any other reasons, cannot be furthered within the existing framework of the local administration to the extent that would be desirable in the public interest. Possibilities in this respect are as many and as wide as is the discrepancy between actual and desirable achievements in all fields of public service, such as supervision, planning, fact-finding, and many other projects of community organization.

"This 'community education' would achieve the following ends:

"1. It would open a new field of instruction and education to colleges, universities, and other schools of the area;

"2. It would train large numbers of volunteers in fields of local administration, and thus would raise the general effectiveness of public administration;

"3. It would elicit on a large scale civic responsibility and that type of unselfish cooperation that is as badly needed in peacetime as it has proven its worth in the war emergency."

Here and There

Watching the Legislatures

Civic groups are finding it important to keep a close check on the work of their legislatures. The **Minneapolis Civic Council** and the **Seattle Municipal League** both have observers at their state capitals. Rudolph Lee, manager of the former's Legislative Service Office, reports weekly from St. Paul in a column published in *Civic Council Activities*. C. A. Crosser, executive secretary of the Seattle Municipal League, is spending most of his time at Olympia from where he reports weekly to the *Seattle Municipal News*.

The **Indiana Taxpayers Association** is issuing a weekly *Legislative Bulletin* which lists bills introduced and the committees to which they have been assigned. One of the bulletins reported at length on Governor Ralph F. Gates' inaugural address. The **Civic League of Chicago** is also reporting to its members on new bills.

Mimeographed reports on its legislative program have been issued to

the newspapers by the **Citizens Union of the City of New York.** Subjects discussed include administration of justice, selection and removal of judges, civil service and pensions, election law, multiple dwelling law, veterans, schools, state taxation and finance, discrimination in employment, and housing and planning.

Training legislative aides is the practical program of the **Connecticut League of Women Voters.** According to *The Connecticut Voter* a meeting held during January was devoted to a discussion of "the League's program, lobbying and the passage of a bill through the legislature under the new procedure." At a later meeting board members presented bills concerning state aid to education, election law reform, social welfare and the labor relations act. Aides were assigned for further training to the committee chairmen in whose work she was most interested. It is hoped each aide will not only work on her specialty but will also do some general coverage of the legislature for the League.

Lists of state legislators, with pertinent data, have been published by *The Oregon Voter*—which devotes a full issue to "Who's Who in the 1945 Legislature," the **Wisconsin Taxpayers Alliance** and the **Nevada Taxpayers Association.**

* * *

Postwar Program

Despite its temporary setback in securing a modern manager charter for the county,[1] the **Montgomery County (Maryland) Civic Federation** continues its labors for the county's welfare. A recent report, prepared by the Federation's Committee on Public Finance and Budget, deals with "Financing Montgomery County's Postwar Program." It suggests that an integrated program be prepared, with the proposed cost of each project set forth. "This program should then be fitted into the budget for Montgomery County in order that the taxpayers may know how much of the proposed cost can be met from existing and contemplated revenues and how much must be met by bond issues." The report recommended that a long-term budget covering the county's needs for public improvement projects and their financing be prepared to embrace a period of at least five years, and that this capital budget plan should be printed and distributed for thorough public discussion before action is taken.

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Prizewinner

The **New Jersey Taxpayers Association** has announced the winner of the contest for a slogan to be used in connection with the organization's "Taxpayers Meeting of the Air." She is Mrs. Loretta C. Higgins of Hillsdale, New Jersey. The slogan, "Don't be lax—learn the facts—you'll pay less tax," won for Mrs. Higgins a $100 war bond, presented by A. R. Everson, executive vice-president of the Association.

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Sewage

"Drinking Too Much Sewage" is the suggestive title with which the **Chicago City Club's** *Bulletin* heads a warning by its Board of Governors. The statement calls attention to the danger in the continued pollution of Chicago's drinking water and the need for increased diversion from the lake.

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War Memorials

A poll of families of men who have given their lives in the present conflict has been undertaken by the **Municipal League of Toledo** to determine their views on a fitting war memorial.

[1] See "Machine Beats County Charter," by John F. Willmott, the REVIEW, December 1944, p. 53.

The Youth Betterment Committee of the **Phoenix Citizens' Good Government Council** has adopted a resolution which says, in part:

> We, the Youth Betterment Committee of the Citizens' Good Government Council of the City of Phoenix, in formal assembly, do hereby rededicate ourselves to the task of helping the soldier in peace as in war and respectfully advocate, in commemoration to the men of World War II, the adoption of living and practicable community structures and appropriate scholarships and endowments, which assure by their service perpetual recollection of those who rest in endless sleep, both near and far.

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Strictly Personal

The **Citizens' Committee on Veteran Preference,** sponsored by 23 civic, professional and business groups in New York State, has announced the election of William Dean Embree, president of the New York County Lawyers' Association, as its chairman.

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Planning Bibliography

The two-page mimeographed bibliography on "Organization and Programs for Citizen Planning Groups," issued by the American Society of Planning Officials (1313 East 60th Street, Chicago), should be a welcome addition to the files of all citizen groups interested in their community's future. The price is ten cents.

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With the Women Voters

The **Hamilton County League of Women Voters** has announced its support of the movement for adoption of the council-manager plan in Chattanooga, Tennessee. Mrs. Joseph Lane, president of the League, said the League will conduct a series of group study meetings.

Proportional Representation

Edited by George H. Hallett, Jr.

(This department is successor to the Proportional Representation Review)

Norris, Tennessee, Holds Ninth P. R. Election

Chooses Nine Members of Advisory Town Council

THE TVA town of Norris, Tennessee, held its ninth proportional representation election on February 3, 1945. Each year since 1936 the citizens of Norris have selected a town council of nine members by the Hare system of proportional representation. As pointed out in previous issues of this REVIEW,[1] Norris is an unincorporated town owned and operated by the Tennessee Valley Authority. The town council possesses no powers of its own but acts in an advisory capacity to the town manager, an employee of TVA.

Although only fourteen candidates were placed in nomination for the nine positions on council, there was considerable interest in the election this year. The total vote cast exceeded by about 45 per cent the vote cast last year. Only two invalid votes were cast, although several ballots became exhausted before the required number of candidates were elected due to the practice of some voters to indicate only one or two choices.

Two candidates received more than enough first-choice votes to be elected; the first-choice votes of one candidate were more than double the quota required for election. A distribution of the surplus ballots resulted in the election of two additional candidates. The fifth member of the council was elected with the elimination of the lowest rank-

[1] See, for example, March 1943, p. 160; April 1944, p. 214.

ing candidate. The sixth candidate was not elected until three more candidates had been eliminated and their ballots redistributed. The remaining members were of course chosen when the fifth and last candidate was eliminated.

More than 80 per cent of the voters saw their first choices elected to the council, whereas almost 92 per cent of the ballots were effective in the selection of the candidates. All but one of the nine highest candidates in terms of first-choice ranking were finally elected, but of course not in the order of first-choice standings. For example, the fifth member chosen stood eighth in terms of first-choice ranking. The candidate who stood seventh in terms of first-choice votes was not elected whereas the candidate rated eleventh in terms of first-choice votes became the ninth member of the council.

Of the nine members elected to council, two are members of the outgoing council; a third member of the outgoing council failed of re-election. Two of the members are women. Four TVA employees, an employee of the Bureau of Mines, two employees of private enterprise, a housewife, and the town physician make up the new council. This council will advise with management on rental and maintenance policies with respect to housing and other properties, maintenance and repair of streets and paths, recreation, and other community facilities. The council will also be concerned with relationships between the community and the school, and with Anderson County.

M. H. SATTERFIELD, *Chairman*
Norris Election Commission

P. R. in Prize-winning Plan for Greater Boston

Among the proposals made in the plan for the government of the Boston metropolitan area which won first place in the "Boston Contest,"[1] was that for the use of proportional representation in connection with the manager plan. The report suggests that: "The governmental structure of the Metropolitan Authority should be of the city manager type. In other words, a representative council, possibly elected on the basis of proportional representation, with the existing communities as electoral units (federal principle) would choose and appoint a business manager, well paid ($25,000) and chosen on the basis of an open competition."

The prize-winning proposal called for a "Metropolitan Authority." It was submitted by a group of six men headed by Carl J. Friedrich, professor of government at Harvard University.

This contest for a long range regional plan for the Boston area attracted wide attention because of the prominence of its sponsors and participants. The sponsors included the Boston Society of Architects, Boston University, Boston Chamber of Commerce, Harvard University and the Massachusetts Institute of Technology.

Coos Bay, Oregon, to Hold First P. R. Election in 1946

Although the new P. R.-manager charter adopted by Marshfield, Oregon, which at the same time changed its name to Coos Bay, went into effect in January, the city will not hold its first P. R. election until 1946. The council and mayor elected in November under the old system will continue to serve until that time. The charter prescribes the Hare system not only for the election of the council but also for that of the mayor.

[1]See "Metropolitan Organization Stressed in Boston Contest," the REVIEW, January 1945, p. 30.

British Liberals Ask P. R. for Local Elections

The Liberal party of Great Britain has published a report of one of its committees on *Local Government Reform*[1] in which one of the reforms advocated is the use of proportional representation for the election of local councils and of aldermen by the members of the councils. The following are excerpts from the report:

"There is no doubt that considerable apathy exists with regard to the election of local government bodies. The interest in the local council depends to a large extent upon the reports in the local press. It cannot add either to the popularity or efficiency of local government if all the members of the council consist of the representatives of one party irrespective of the minority vote, as was the case in 1931 in many of the London boroughs under the present system of voting.

"Better and more representative councils would be obtained and more interest in their election were the principle of proportional representation adopted for the election of councillors. The same method should be followed for the election of aldermen. This would prevent the scandal of a party using their majority to monopolize the aldermanic bench. Proportional representation would enable minorities to be represented and ensure the return of a core of good representatives not necessarily party nominees, and would create a much greater interest in elections."

[1] *Local Government Reform—Proposals of a Committee of the Liberal Party.* Liberal Publication Department, 8 Gayfere Street, London, S.W. 1, December 1944. 16 pp. 4d.

Taxation and Finance

Edited by Wade S. Smith

U. S. Provides Aid for Postwar Highways

Urban Areas Included in Program for First Time

SPACE considerations last month prevented more than the bare mention of enactment, in December 1944, of an appropriation of $1,500,000,000 to provide the federal government's share of a three-year highway improvement program. The law contains several provisions which make it of special interest.

First of all, it is to be noted that while the law provides for federal grants of $500,000,000 annually for the first three postwar years, to be matched on a 50-50 basis by the states, $100,000,000 of the first year's apportionment is to be made available immediately for planning and design. Otherwise, no part of the grants shall be used to pay costs incurred under any construction contract entered into before the beginning of the first postwar fiscal year. The first postwar fiscal year is stated to be the fiscal year which ends on June 30 following the date proclaimed by the president as the termination of the war emergency, or following the date specified similarly by concurrent resolution of the two houses of Congress, whichever is earliest.

A second feature is a departure from the long-established formula of apportionment based on one-third population, one-third area, and one-third highway mileage. A part of the grant is, for the first time, earmarked for highways in urban areas, which are defined as municipalities or other urban places of 5,000 population or over. The $500,-

000,000 annual apportionment will be distributed as follows:

For projects on the federal-aid highway system, apportioned on the basis of one-third population, one-third area, and one-third rural post road mileage, $225,000,000;

For projects on secondary or feeder roads, apportioned on the basis of one-third rural population, one-third area, and one-third rural post road mileage, $150,000,000; and

For projects on the federal-aid system within urban areas, apportioned on the basis of urban population (places of 5,000 and over), $125,000,000.

A third feature of the legislation is that while in general the states must match the grants on a 50-50 basis, several exceptions are provided. Federal participation in the cost of acquiring rights-of-way is limited to 33 1/3 per cent, and a rather involved formula is provided for grade crossing elimination projects. Under this provision all costs, including land, could be assessed against the federal share but with not more than 10 per cent of such funds being available for projects of this character. In addition, provision is made for assessing railroads for benefits resulting from grade crossing elimination.

Congressman Would Tax Interest on Local Revenue Bonds

According to press dispatches, a bill has been introduced in the House of Representatives to make subject to the federal income tax interest on public revenue bonds issued after January 1, 1945. The bill was introduced by Representative Carlson of Kansas.

The Carlson bill, which is H. R. 2014, and was referred to the Ways and Means Committee, would make taxable the interest on obligations of a state, territory, or any political subdivision thereof "when such interest derives from bonds issued on or after January 1, 1945, with respect to a public utility owned or operated by or for the benefit of a state, territory, or any political subdivision thereof, where the revenues of such utility are pledged as security for such utility's bonded indebtedness, or the rates and charges are agreed to be maintained in amounts adequate to pay such bonded indebtedness under a covenant or other agreement for such purpose, enforceable, in either case, by or in behalf of private holders of its bonds or other evidences of debt."

While the avowed purpose of this provision is to make interest on municipal bonds of the revenue type subject to the federal income tax, it would in fact serve to greatly hinder the financing of improvements and extensions to many existing municipal public service enterprises and to make difficult and expensive (or even impossible) the acquisition of new enterprises by cities. This is because, in many situations, legal limitations on the debt-incurring and taxing power of municipalities make it impracticable or impossible to use the general lien obligation (bond eligible for property tax support) for service enterprise financing, so that revenue bonds must be depended on, while in other situations the pledged-revenue device permits financing at a far lower interest cost to the city than would otherwise be possible. The revenue bond, it is not too much to say, has permitted many communities to enjoy the benefits of public ownership where public ownership would not otherwise have been possible, and there is every reason for believing that enactment of the Carlson bill would greatly handicap many cities in acquiring and expanding their public service enterprises.

It is of course evident that revenue bonds secured by earnings of public service enterprises will net their holders more than will utility corporation

bonds, even with the latter generally carrying a higher rate of interest, because of the tax exemption feature attaching to the revenue bonds. This is true also, however, of full faith and credit bonds issued by municipalities and other governmental agencies, and it is reflected in a lower interest cost to the public bodies than is paid by private borrowers. In the case of public service enterprises, the lower interest cost under municipal ownership must in fact be numbered among the various advantages to the public, and a move which would discriminate against revenue bonds as compared with the treatment accorded general lien bonds eligible for tax support could rightly be interpreted—regardless of the motives of the sponsor of the present bill—as another move to obstruct and make more difficult municipal acquisition and expansion of public service enterprises. In other words, if the tax exemption feature of state and local bonds is to be removed, let the removal be equitable and not in a shape to discriminate against one particular exercise of the powers of local government.

The recent decisions of the federal courts upholding the immunity from income taxation of interest on the revenue bonds of the Port of New York Authority and the Tri-Borough Bridge Authority rested essentially on the present statutory exemption of these agencies as governmental subdivisions, the courts having refused to go on to an examination of the constitutional questions which might be involved.

As pointed out in these columns,[1] the courts in these cases and in other cases the last several years have refused to be made a party to the effort to tear local government into a myriad of unconnected parts and have instead insisted on the point of view that local government is to be regarded as a rounded entity drawing its revenues from a variety of sources and performing a variety of services, some of which are not to be segregated as non-governmental merely because they are proprietary in nature or are supported from revenues other than the general property tax. Now apparently the educational process must be extended to the Congress, or at least a part thereof.

[1]Cf. the REVIEW, July 1942, p. 412; July 1943, p. 404; March 1944, p. 154; October 1944, p. 493; and February 1945, p. 94.

Detroit Utility Tax Voided by Court

Detroit's efforts to offset allegedly high rates to gas and electric consumers by imposing an excise tax on the utility companies was held unconstitutional on February 6, 1945, by the Circuit Court at Detroit, according to press dispatches. The city had made no attempt to collect the tax, pending outcome of the litigation.

The tax, proceeds of which were to be used mainly for postwar capital improvements, was set at 20 per cent of gross revenue of the utility companies. It was limited however, to a maximum represented by the federal excess-profits taxes for which the utility concerns would have been liable had there been no city excise. In other words, according to the city's contention, the excise tax was imposed at no net cost to the utility companies or their stockholders.[1]

North Carolina Applies Surplus to Sinking Funds

The North Carolina legislature early in its 1945 session followed the recommendation of Governor R. Gregg Cherry, elected last fall, and transferred $51,585,079 from the state's general fund surplus to the general sinking fund. The transfer, added to assets pre-

[1]See NATIONAL MUNICIPAL REVIEW, April 1944, p. 210.

viously accumulated, raised the general sinking fund to about $57,000,000, an amount sufficient to meet interest and principal payments on the general bonded debt of about $47,500,000. The annual charges on the general bonded debt run between $4,500,000 and $5,000,000 annually through 1950, and at lesser amounts thereafter, and the enlarged sinking fund is expected to make it unnecessary for the state to apply current revenues to meet annual charges.

It may be noted, in connection with the transfer, that while it has been described in many press stories as making North Carolina "debt free," the general bonds involved actually represent less than half the state's bonded debt. At June 30, 1944, when the general bonded debt amounted to $50,405,500, there were also outstanding $55,856,000 highway bonds, paid from highway revenues and $7,335,000 of institutional and veterans aid bonds, accounting for a gross state bonded debt of $113,596,500. The highway bond sinking fund was a little over $13,000,000 at that time, and the sinking fund for other minor bonds $4,500,000.

It is also of interest that the $51,000,000 general fund surplus transferred to the general sinking fund included about $20,000,000 previously earmarked for a postwar reserve fund. This reserve was designed not to finance improvements but to afford a cushion against revenue declines in periods of adverse economic conditions, North Carolina having during the early 1930's suffered chronic deficiency operations from this cause. If the saving in annual budget resulting from the large sinking fund accumulation is conserved, it will perform the function sought in the reserve fund, but if it is used to "reduce taxation" and the possible operating deficits of the postwar reaction period are funded (as were deficits in the 1930's) then little will have been gained.

County and Township

Edited by Elwyn A. Mauck

County Manager Bill in Oregon Legislature

Washington County Asks Manager Government Also

A BILL to implement the county manager amendment adopted by popular vote in Oregon last November has now been introduced into the Oregon legislature. It provides for a county board of from three to seven members to be the policy-determining body of the county and appoint a manager as executive head. The manager must devote full time to the county's work. He is authorized to make all appointments or delegate such appointing power to subordinate officials.

Under the proposed legislation any county may place a manager charter on the ballot by a petition signed by "not less than 10 per cent of the electors and freeholders who voted at the next preceding January election." A majority of the votes cast is sufficient for adoption.

In the neighboring state of Washington the commissioners of King County (Seattle) also are casting about for methods of improving the administration of their county government. Recently one of the commissioners journeyed to Portland, Oregon, to observe at first hand the operations of the partial manager plan of Multnomah County now in use there. As an adaptation of what he saw, he proposes that King County hire an administrative officer to perform many of the functions which at present constitute a heavy burden on the commissioners. They would include administration of county roads, airport, health

department, county parks and property, flood control, veterans' relief, garbage disposal and other duties. The county commissioners recently took one step in this direction by integrating control over all county insurance policies which heretofore had been scattered over several dozen offices, each of which merely sent the bill covering its cost to the auditor for payment.

Although the Municipal League of Seattle is endorsing this plan, it will continue its struggle for a constitutional amendment to permit adoption of true county manager government.

Statewide Library Service Sought in Tennessee

The Tennessee Library Association has requested an appropriation from the legislature of $150,000 for the establishment and maintenance of an adequate library service throughout the state's 95 counties.

State aid was first provided for local library service in 1943 when the legislature appropriated $20,000 per year for the support of the East Tennessee Regional Library.[1] The success of this regional library, which serves thirteen counties, forms the basis for requesting an extension of state aid for library service to other parts of the state. During the past year, approximately 335,000 books were checked out at 267 deposit depots in these thirteen counties.

Local library service is highly inadequate in certain counties of the state. In the first place, there are 26 counties in which there are no public libraries at all. In 46 other counties annual expenditures for library service are less than $1,000 per county. It has been estimated that at least a million people in Tennessee are without any public library service, while the service for another million is inadequate.

Few counties in Tennessee have sufficient taxable wealth to provide adequate library service. For that reason, the regional plan of organization, supported in part by state aid, is being advanced by the Tennessee Library Association and other groups interested in seeing an adequate library service established throughout the state.

M. H. SATTERFIELD
Tennessee Valley Authority

[1] See "East Tennessee Counties Secure Library Service," the REVIEW, December 1943, p. 628.

Philadelphia City-County Consolidation Again Proposed

Another constitutional amendment has been proposed in the Pennsylvania State Senate for the consolidation of the city and county governments of Philadelphia. The amendment must be passed by both houses in 1945 and again in 1947, after which it must be submitted to the electorate of the state for final approval. It would become effective immediately upon ratification by the voters.

A similar consolidation plan for Philadelphia was adopted by the state legislature in 1935 and 1937, but it was rejected by the voters in the latter year.

Texas A and M College Studies County Purchasing

The Agricultural and Mechanical College of Texas has conducted a study and issued a sixteen-page pamphlet on *Purchasing in Texas Counties,* written by H. C. Bradshaw and E. J. Hervey. The study considers the purchasing methods of four counties in great detail and selects ten additional for sampling.

The authors conclude that of the $60,000,000 spent annually by the 254 Texas counties, 25 to 30 per cent is expended in purchase of materials, supplies and equipment. They estimate that 15 to 20 per cent of the latter ex-

penditure could be saved by improved purchasing methods, although many counties within the past several years already have made such improvements.

Virginia County Loses Territory by Annexation

Under the Virginia law of complete city-county separation, which permits cities to annex territory of adjoining counties, Prince George County lost on January first 2.3 square miles of territory, 1,600 residents, and property assessed at $1,200,000 by annexation to the city of Petersburg. Prince George County contested the annexation by the city through court action, but the decision was rendered against it.

This was the fifth annexation by the city and its largest. The largest previous annexation was made in 1816.

North Carolina County Fights Annexation

"That Wilkes County is preparing to put up a vigorous fight against the proposal that a section in the western portion of that county be annexed to Caldwell County," says the Lenoir, North Carolina, *News-Topic,* "is indicated by a spokesman for Wilkes who told a *News-Topic* representative that bitter opposition is in evidence among the people of his county."

A delegation of Wilkes County residents attended a public hearing before the North Carolina legislature's House Committee on Counties, Cities and Towns on February 14 to enter their protests against the bill which the sponsor indicated had been introduced on the request of citizens who reside in that portion of Wilkes which would become part of Caldwell. One reason for the proposed annexation is that the children of the area in dispute must attend Caldwell schools and therefore the community might well be transferred.

Local Affairs Abroad

Edited by Edward W. Weidner

England Plans Local Elections

Taxpaying Qualification Abolished by New Bill

THE Representation of the People Bill, which received second reading in the House of Commons in December,[1] proposes that local elections in Scotland and borough elections in England and Wales be resumed in November and December 1945, and that county, district and parish elections in England and Wales be held in March and April 1946. The city of London's common councilmen would be elected in December 1946. For the most part these are the times of the year local elections have usually been held. No such elections have taken place since 1936.

For those councils the members of which do not have overlapping terms an entire new body would be elected under the proposed measure. In the case of overlapping terms those seats filled in 1936 and those specially appointed during the war to fill vacancies would be subject to the first election.

One of the important provisions of the bill is the abolition of the taxpaying qualification for local elections. This would be accomplished by the merging of the local franchise lists with the parliamentary list which no longer provides such restriction; some eight millions voters would thus be added to the number of local government voters.

[1]See the REVIEW, October 1944, p. 497, and *Municipal Journal and Local Government Administrator,* December 15, 1944, p. 2,215.

Although there have been several suggestions that the institution of aldermen, i.e., members of councils appointed by the elected councillors, be abolished, no such provision is contained in the bill.

Compulsory Arbitration Proposed for Five-Year Period

In England the Minister of Labor has introduced a bill in the House of Commons providing for a form of compulsory agreement between employers and employees, including local governments, for five years after the war.[1] Called the Wages Councils Bill, it would require employers to observe terms and conditions of employment no less favorable than those established by virtue of agreements between employers' organizations and trade unions representative of substantial proportions of employers and workers. For local government officers (employees), the provincial Whitley councils would come under the bill, and thus the latter's agreements would be made enforceable. Appeal could be made to the Industrial Court in case of noncompliance by any local authority.

As a wartime measure only a National Arbitration Tribunal had been set up with similar powers. The present legislation extends, in general, this plan for five years after the war. The reason for the establishment of the Arbitration Tribunal originally was to compensate labor for its no-strike pledge during the war. As the National Association of Local Government Officers (government employees) points out, local officers have always regarded the strike as a weapon they could not use except under the most extreme conditions. Therefore, it feels, they are entitled to some form of protection against the bad employer and it will fight to make the plan permanent for local governments.

Whitleyism has continued to grow the last few months; by the beginning of December 1944, 1,025 of the 1,530 local authorities of England and Wales —over two-thirds—had joined provincial Whitley councils, according to the December 1944 issue of *Local Government Service*. Over three-fourths of local government officers are covered by these councils. Only four (out of 83) county boroughs, eighteen (out of 62) counties, 99 boroughs, 180 urban districts, and 204 rural districts remain outside the Whitley framework. In the first eleven months of 1944 local authorities entered the Whitley employee relations system at the rate of nearly one a day.

The central local government employer-employee relations group in Scotland is the Joint Industrial Council. The National Association of Local Government Officers in Scotland has now at least 70 per cent of local government employees belonging to its union, although NALGO's representation on the staff side of the JIC is less than half. This is explained by the fact that since 1937 NALGO in Scotland has almost doubled its membership; consequently, it is pressing for better representation on the Joint Industrial Council. In the first eleven months of 1944, twelve new branches of NALGO were formed in Scotland, making a total of 45.

South American Cities in the News

Bogota

It is proposed in Bogota, Colombia, that the metropolitan area be organized differently from the present setup because of its rapid growth and the problems such growth occasions. During the last ten years the city's population has increased from 235,400 to

[1] *Local Government Service*, January 1945, p. 241. See also the REVIEW, October 1944, p. 495.

395,300—about 60 per cent. Many special problems have arisen one of which is indicated by Francis Violich when he classes Bogota as one of the three cities with the greatest housing activity in Latin America.[1]

Local government areas in Colombia are, in general, the departments and the *municipios* which are territorial subdivisions of the departments. At present in the metropolitan area of Bogota there are about seven separate municipalities. The most frequent proposals heard for reorganization of local government in this area are for the establishment of a capital district or of a special department. The former would require a constitutional amendment since the local government framework is specified in some detail in the Colombian constitution. The latter plan has been proposed by a group of jurists and civic leaders as the most satisfactory.[2] The proposed department would contain the seven municipalities of the area and thus the problems of the whole area could be adequately handled.

An important new thoroughfare in the city of Bogota which will run past the national capitol is to be constructed by the city under agreement with the national government and paid for by a tax levied upon the increase in value accruing to private property particularly benefited as a result. The city will be helped by loans of the Bank of the Republic which will be guaranteed by the national government. (See *Boletin, the Municipal Digest of the Americas,* June 1944, p. 24.)

* * *

Buenos Aires

The municipal *intendent* of Buenos Aires has allowed increases in the salaries and wages of municipal personnel. Extra compensation is given to most employees for each child under fifteen; the amount allowed is higher for lower-salaried workers. In addition, a special bonus is given upon the birth of a child. (*Boletin, the Municipal Digest of the Americas,* April 1944, p. 20.)

A chart of the administrative organization of the city of Buenos Aires is published in the June 1944 issue of *Boletin, the Municipal Digest of the Americas.* Besides the *intendent's* secretariat, the administrative organization of the city is divided into four main divisions: secretary of finance and administration, secretary of public works and industries, secretary of public health and food and secretary of culture, morality and municipal police.

Ten municipal courts have been established in Buenos Aires to deal with violations of municipal laws and regulations.

Brazil

A recently signed Agreement on Primary Education between the state of Goiaz, Brazil, and its municipalities provides that the municipalities devote to public education a gradually increasing percentage of their revenues, starting at 10 per cent in the year 1944. (*Boletin, the Municipal Digest of the Americas,* May 1944.)

The municipal *prefecture* of Porto Alegre, Brazil, has decided to grant financial assistance to private organizations devoted to social assistance and cultural activities.

Peru

During 1944 a Superior Council of Statistics was established in Peru to centralize, standardize and coordinate the work of different public departments and offices of a statistical nature of the municipalities as well as of the national government. (See *Boletin, the Municipal Digest of the Americas,* July 1944, pp. 19-22, and 33.)

[1] *Cities of Latin America,* Reinhold, New York, 1944, pp. 50-52.

[2] *Boletin, The Municipal Digest of the Americas,* June 1944, p. 22.

Community Services
Edited by Zilpha C. Franklin

Communities Plan Living War Memorials

Officials and Civic Groups Prepare for Postwar Action

WHEN this war is over the people who live in New York and Chicago and those who live in towns at the cross roads are going to build memorials to the men who went out to fight. Municipal authorities in great metropolitan centers, in towns of five thousand population and in wayside villages, already are aware of the nation-wide surge of sentiment for commemoration and they know the home folks are planning the building of "living war memorials."

The demand for commemorative monuments is as old as war itself and doubtless controversies over their form enlivened the casual and formal gatherings of artists—and maybe the politicians too—in Athens and Rome. But it was not until the close of World War I that one heard much about living war memorials. A few communities broke away from the traditional arches and statues then and built memorial halls, memorial parks, memorial stadiums.

We of America have built statues and fountains and tablet-bearing shafts by the thousands to commemorate our heroes. Many still stand proudly in our parks; but too many—whose pedestals almost cover some little triangle of ground grudgingly left them and still others standing forlornly in the shadow of warehouses or in some section ear-marked for "slum clearance"—are all but forgotten. Guidebooks help to identify them as monuments to the heroes of Indian Wars, the American Revolution, or the conflict between the North and the South, or to those who stood at El Caney or stormed San Juan Hill. The men who went out in 1917 and 1918 have shared in this bronze and granite commemoration. Some of this is good art, some of it is bad, and much of it is grotesque. How meaningful is it?—the municipal authorities of hundreds of cities and towns have had from the people a negative report.

It is a revolt against this exclusive, and not always effective, emphasis on the symbolic that the municipal authorities are facing. Without organized leadership, with little publicity or other promotional aids, the American people who have remained on the home front, millions of them working in war plants, began talking about living war memorials. The men at city hall can testify that the people are calling for memorials that are community-usable.

In this movement the Federal Security Agency, which coordinates the activities of about a dozen government programs, including those of the Social Security Board, the Office of Education, and the U. S. Public Health Service, has become involved. Its involvement grows out of the inclusion in its list of constituent units of the Office of Community War Services and the Committee on Physical Fitness. Their concern is with recreation and the physical well-being of the population, especially in communities affected by the war, which by now means just about every community in the United States.

The Committee on Physical Fitness has established the American Commission for Living War Memorials to head up its activities in this field. A voluntary group made up of leaders in the world of sports and athletics, the Commission has had substantial co-

operation which has enabled it to provide architectural counseling and to issue a comprehensive brochure entitled *Memorials That Live*.

The Office of Community War Services includes a Recreation Division which works with states and communities through regional offices and some 70 field men. Since the early days of the war these men have been giving a personal service of guidance and counseling to communities that want to develop recreational programs.

Advice Asked

By early autumn letters by the hundreds were arriving at the Federal Security Agency headquarters in Washington and its regional offices, asking for information about living war memorials. The writers of these letters asked for advice not only as to types of memorials but also for advice as to their financing and even for technical architectural planning. By the end of the year the correspondence files of the Agency contained letters from every state in the Union.

The Federal Security Agency has instructed its recreational and physical fitness people to furnish the information sought and to give communities the benefit of their experience in planning and financing such structures. It has gone so far as to make available, to communities requesting them, typical floor plans of memorial structures, but it has been explicit in its instructions not to furnish any community with detailed architectural plans or perform for them any service which should come from engineers and architects not on the federal payroll.

The Agency's representatives do not take the initiative in memorial planning. Upon request they will help to survey local conditions, examine the project the community has in mind, and make available to them their experience and that of cities and towns where such memorials have been planned or built. They have been cautioned to make it plain that it is the responsibility of the communities to determine the kind of memorial they want and to find the money for its construction and maintenance.

In many communities the initiative has been taken by a citizens' committee or other civic group, but in perhaps 90 per cent of the cases the municipal authorities have found that the responsibility of carrying the project forward has become theirs.

A study of the plans brought to the attention of the Federal Security Agency reveals wide diversity. They range from plans for huge stadiums such as that being considered by Congress for Washington, D. C., to simple playgrounds or swimming pools. The Agency's representatives are warning communities that they should build to meet the needs of their people and always with due regard for their capacity to finance their projects—both the original construction and maintenance.

Although cities and towns and villages throughout the country have been caught in this rising tide of sentiment that seeks to memorialize the men and women who have gone to war, little actual building has been undertaken and perhaps will not be until the war is over. In most communities there is a tendency to give the returning veterans the final word, but already letters from thousands of soldiers have indicated a heavy vote against jeeps in marble and groups of GI Joes and Janes done in bronze. From every city and town approximately 10 per cent of the population has been drafted for the armed services and the home folks are convinced that when they return they will throw their weight in favor of the living war memorial.

In many cities the memorial idea has been made a part of postwar com-

munity planning. Pueblo, Colorado, has a ten-million-dollar program in which a number of memorial features are included. Colorado Springs, Seattle, Milwaukee, and St. Paul are other cities with ambitious postwar plans that will call for the expenditure of millions of dollars. The war memorial idea is running through these plans.

Some Community Plans

A listing and description of all the plans which communities have brought to the attention of the Federal Security Agency would run into thousands of words. Here are brief summaries of a few:

Boston, Massachusetts. Plans are being considered for erecting a huge granite shaft facing a lagoon along the sides of which will be two large athletic fields. In the shaft will be a large circular room on the walls of which will appear famous scenes in various wars. In the center there will be a bronze urn on a granite block, housing a perpetual flame in memory of those to whom the memorial will be dedicated.

San Diego, California. Plans for an auditorium and convention hall are being considered. The initiative was that of the Chamber of Commerce.

Nashville, Tennessee. Plans being considered for a living war memorial, dedicated to service men not only of the city but of the state, provide for a concrete amphitheatre seating approximately 15,000 persons. Installed in this amphitheatre would be the name plate of every Tennessean serving in the war.

Paducah, Kentucky. A tract of land—two city blocks—has been purchased as a site for a recreation center, including baseball and softball fields, a cinder track and other sports facilities.

Coral Gables, Florida. A group of individuals have organized the War Memorial Association, Inc., which already has raised more than half the amount needed to begin the building of a community war memorial youth center.

Wierton, West Virginia. This community has approximately $300,000 available for the construction of a multiple-use community recreation building.

Hartford, Connecticut. Plans are being considered for the building of a stadium and field house, providing for both outdoor and indoor athletics. The cost will be approximately $2,500,000.

Trenton, New Jersey. The Garden Club of New Jersey plans for the planting of thousands of flowering dogwood trees along the five-mile section of Route 29 between North Plainfield and Mountainside, this section of the highway to be known as Blue Star Drive.

Toledo, Ohio. Consideration is being given the building of an auditorium with rooms for veterans organizations.

Saco, Maine. The city government has appointed a commission to raise funds for a war memorial field—9½ acres—to cost approximately $200,000.

New York City. Queens Borough is planning, on the site of the World's Fair, a memorial building and a carillon tower in Flushing Meadows Park.

Correction

The following corrections should be made in the tax rates published in the REVIEW for December 1944:

In Bridgeport, Connecticut, (No. 60 in tabulation) county rate should read $.20, not $20.

In Springfield, Illinois, (No. 128) city tax rate should read $27.70 instead of $37.70. City rate includes $3.70 town, $2 park, $3.68 sanitary sewer and $1.50 airport authority tax rates.

Books in Review

Curbing Inflation Through Taxation. A Symposium. By Marriner S. Eccles, etc. New York, Tax Institute, 1944. ix, 261 pp. $2.50.

This is the eighth volume in the Tax Institute's excellent series of annual tax symposia. Most of it is concerned with the problem of control of inflation during wartime, but some observations are made also on the problem during the postwar period.

Milton Gilbert opens the discussion with the observation that price inflation in this country has been relatively moderate despite a colossal expansion in military expenditures and a 15 per cent increase in the flow of goods and services to consumers. He attributes this to the effectiveness of our rationing and price controls rather than the wisdom of our tax policies. Seth D. Sims forecasts an inflationary farm land boom after the war and urges, by way of a check against it, the levy of a heavy tax on profits from the sale of farm land held less than six years. Homer Hoyt sounds a comforting note as to the unlikeliness of a similar boom in urban lands, while Irving Bussing expresses concern over the potential inflationary influence of the present expansion in bank deposits and other circulating media.

Alvin Hansen argues that the inflationary potentialities of the public debt are far from being as great as is commonly assumed. He makes the broad assertion that debt creation can be really inflationary only under conditions of substantially full employment, as if it was not equally inflationary after a war under conditions of mere unbalance and partial scarcity of resources. The existence of a large debt, he says, may have deflationary just as well as inflationary effects. He fails to differentiate the degrees of likelihood of these conditions. He also disregards the political implications of a large debt which generate certain types of governmental financial policies. The gist of his argument is that the magnitude of the debt is *per se* unimportant.

James F. Hughes reaches the exactly opposite and, in the opinion of the reviewer, more correct conclusion that "ultimately the continued expansion of the public debt to create bank deposit purchasing power will result in some kind of catastrophe." It will produce inflation because "the public debt is going to get political rather than economic handling."

Marius Farioletti restates the Treasury's oft repeated but not altogether convincing arguments against the levy of a retail sales tax in times of war, namely, that it would interfere with price and wage stabilization, generate inflationary as well as deflationary pressures, and would be difficult to administer. He fails to mention the Treasury's most important reason for opposing the levy—its fear that once it is introduced it would tend to persist beyond the duration of the war, thus adding a permanent regressive feature to our tax system. Godfrey Nelson urges the adoption of this levy during both war and postwar times. Alfred G. Buehler reviews critically the Treasury's ill-fated proposal of 1942 for a spendings tax. The proposal, he says, had some merit but required considerable additional perfection.

Roy Blough argues that the individual income tax under current payment and withholding plans is an effective anti-inflationary instrument and can be applied more extensively than any other anti-inflationary tax. He fails to mention, however, the fact that there are limits to its application and that consequently a justification exists for

a resort to other such anti-inflationary taxes as supplementary devices.

Carl Shoup discusses theoretically the effects of various types of forced loans and the reasons for their unpopularity during the present war. He concludes that they may yet be used in some countries after the war as an alternative to a capital levy. Seymour Harris urges increases in social security taxes, both for their anti-inflationary effects and the assistance they may render in financing future increases in pension liabilities.

The experiences of Soviet Russia, Italy, Canada, and Great Britain in controlling prices through taxation and other means are sidelighted by A. Z. Arnold, G. A. Tesoro, A. K. Eaton, and Mary E. Murphy.

The problems of postwar inflation are discussed by Marriner S. Eccles and J. W. Oliver. Mr. Eccles argues for the continuance of the excess profits tax at a slightly lower rate and the maintenance of high rates of taxation generally, while Mr. Oliver proposes to abolish all taxes on corporate income and capital gains and to reduce sharply the high surtaxes of the personal income tax.

There are enough of noteworthy ideas and facts in the book to make its reading worthwhile to any student of war finance.

PAUL STUDENSKI
New York University

Third Wartime Conference on Municipal Problems. Proceedings of the 21st Annual Conference of the American Municipal Association. Chicago, The Association, 1944. 102 pp. $2.

Problems facing the American city during and after the war were the chief topics of discussion at the Third Wartime Conference of the American Municipal Association in Chicago, October 25, 26 and 27. Addresses and discussions covered such subjects as disposition of war housing, slums and blighted areas, low-rent housing, zoning, urban highway needs, public works planning, surplus war property, municipal finance, air legislation and airports. Resolutions adopted by the Association at its business session are included in the volume.

Airports and the Courts. By Charles S. Rhyne. Washington 6, D. C., National Institute of Municipal Law Officers, 1944. viii, 222 pp.

Shall we build an airport? This is the question asked by communities large and small in considering postwar needs. This volume helps to pave the way for an answer to that question. It is a complete collection and analysis of all reported court decisions involving acquisition, operation, maintenance and zoning of airports, together with an analysis of the federal, state and local legislation in the airport field. The air space rights of landowners, aviators and airport operators are analyzed in the light of applicable legislation and legal principles. The information was compiled chiefly from the files of the National Institute of Municipal Law Officers, with additional material from those of the Civil Aeronautics Administration.

Police Unions and Other Police Organizations. Washington 4, D. C., International Association of Chiefs of Police, 1944. 30 pp. 50 cents.

The International Association of Chiefs of Police has gathered together in this pamphlet a record of action taken in various jurisdictions on police unions. It discusses the Boston police strike of 1919 in detail as well as the police union movement in other municipalities, bans on police unions, and the legal aspects of unions of public employees.

Additional Books and Pamphlets

Boards of Review

Newly Created Engineering Board of Review for Chicago. By Edward J. Kelly. Chicago, Western Society of Engineers, 1944. 7 pp.

Circus Regulation

Circus Regulation by Municipalities. By Charles H. Burton. Washington 6, D. C., National Institute of Municipal Law Officers, 1944. 32 pp. $2.

Education

Regents Plan for Postwar Education in the State of New York. Albany, The State Education Department, University of the State of New York, 1944. 64 pp.

Housing

Building America's Houses. New York City 18, Twentieth Century Fund, 1945. 12 pp. 5 cents.

Housing Costs. Where the Housing Dollar Goes. Washington, D. C., National Housing Agency, 1944. 48 pp. 10 cents. (Apply Superintendent of Documents, Washington, D. C.)

Housing Facts and Goals. Charts on the statement of Administrator John B. Blandford, Jr., before the Subcommittee on Housing and Urban Development of the Special Senate Committee on Postwar Economic Policy and Planning, Washington, D. C., National Housing Agency, 1945. 35 pp.

Statement on Private Financing of Large-scale Housing. Before the Committee on Public Building and Grounds, House of Representatives. By Frederick H. Ecker, Washington, D. C., Chamber of Commerce of the United States, 1944. 8 pp.

Management

Administrative Management in the Army Service Forces. By Lieutenant General Brehon Somervell, Major General C. F. Robinson, Lieutenant Colonel John D. Millett, Colonel John D. Witten, Colonel Oliver A. Gottschalk, and Brigadier General H. A. Barnes. Chicago, Public Administration Service, 1944. 62 pp. $1.

Population

World Population in Transition. Edited by Kingsley Davis. Philadelphia, American Academy of Political and Social Science, *The Annals,* January 1945. viii, 257 pp. $2.

Postwar Planning

The Bay State Takes Stock. An Account of the Public Hearing on Postwar Problems of the San Francisco Bay Region August 23 and 24, 1944. Sacramento, California State Reconstruction and Reemployment Commission, 1944. 20 pp.

The First Step and the Unfinished Task. Summary of a Report on *Postwar Planning—San Bernardino County, California.* Sacramento, California State Reconstruction and Reemployment Commission, 1944. 32 pp.

A Postwar Program for North Carolina's Forest Industries. By Egon Glesinger. Raleigh, N. C., Divisions of Commerce and Industry and Forestry, 1944. 42 pp.

Your Detroit—A Finer City in Which to Live and Work. By Mayor's Postwar Improvement Committee. Detroit, The Committee, 1944. 38 pp. maps, charts.

Reconversion

Problems of Mobilization and Reconversion. First Report to the President, the Senate and the House of Representatives by the Director of War Mobilization and Reconversion. Washington, D. C., U. S. Government Printing Office, 1945. 58 pp.

Recreation

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